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ABSTRACT

This collection of information booklets offers an orientation for Florida community college trustees to various aspects of the state system. The collection includes: (1) an introduction to and history of the community colleges, including an overview of governance, admissions, student costs, and public service; (2) a description of the powers and responsibilities of trustees, which reviews the challenges of trusteeship, trustee appointment, legal concerns, responsibilities of the board, trustee performance goals, and public service; (3) facts and figures on the Florida Community College System; (4) an information guide on the system's 28 community colleges; (5) a discussion of board organization, composition, appointment, duties, officers, operating procedures, and rules and actions; (6) an overview of the postsecondary articulation in the state; (7) a discussion of trustee ethics, including sections on conflict of interest, special interest groups, confidentiality, and appropriate conduct; (8) information on the program review process; (9) an essay on managing community college financial resources; (10) a discussion of board/president relations and responsibilities; (11) an introduction to strategic planning; (12) an overview of trustees' legal responsibilities and liability and the body of law governing boards of trustees in Florida; (13) a guide to mandatory entry/exit student testing in Florida's community colleges; and (14) an essay on the trustee's role in public relations. The 1990 Trustee Report is attached. (JMC)

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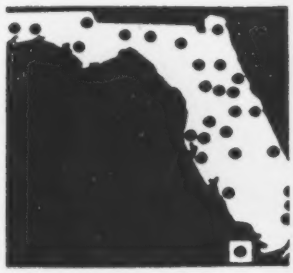

FLORIDA'S COMMUNITY COLLEGES

AN INFORMATION GUIDE FOR TRUSTEES

TC 900 110

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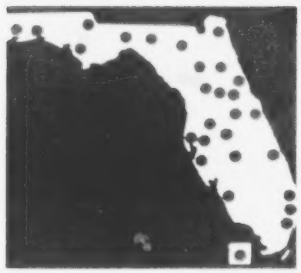
OVERVIEW OF THE FLORIDA COMMUNITY COLLEGE SYSTEM



INTRODUCTION

Philosophy

Quality post-high school education programs should be accessible for all Florida citizens. In describing the purpose and mission of postsecondary education, the Florida Legislature states that it is "in the public interest to provide a system of higher education which is of the highest possible quality [and] enables students of all ages, backgrounds, and levels of income to participate in the search for knowledge and individual development . . ." (Section 240.105, F.S.) The *Master Plan for the Florida Community College System* identifies policies for community colleges which emphasize quality educational programs, efficiency and cost effectiveness, and accessibility to meet the varied needs of Florida's citizens.

Comprehensive

The philosophy of the community colleges encourages them to be comprehensive. What does it mean to be comprehensive? It means the following:

- offering a wide range of programs and services
- serving students from all walks of life
- serving students of all ages (high school students earning early college credit to senior citizens)

Community Colleges in Florida

Community colleges have a long history in Florida dating to the 1920's. Currently, there are 28 public community colleges in Florida and several private colleges. Most Florida community colleges share professional interests through the Florida Association of Community Colleges.

The Florida Community College System

The Florida Community College System operates under the authority given by the Legislature to the Commissioner of Education, the State Board of Education (the Cabinet), and to the State Board of Community Colleges as set forth in Chapter 240.3 of the Florida Statutes. The State Board of Education can veto rules passed by the State Board of Community Colleges, but cannot make such rules. The staff of the Division of Community Colleges within the Department of Education report to the Executive Director of the State Board of Community Colleges. Each of the 28 community colleges operates under the above authorization through their board of trustees.

Florida Statutes (Section 240.301) define four major areas of courses offered by public community colleges as follows:

- freshman and sophomore level education parallel to that commonly offered in the state universities
- occupational education often referred to as vocational/technical education
- courses and programs of adult continuing education and community instructional services
- college preparatory courses

Community colleges have also become centers for community educational activities such as business meetings, counseling and guidance services, and cultural events. Some community colleges have established centers to support training for business, industry, and government.

Meeting Florida's Educational Needs

Florida is one of the fastest growing states in the nation. By 1990, our state population is projected to be ranked *fourth* in the country and *third* by the year 2000. Florida's community colleges meet the changing needs of our diverse population by:

- training people for new industries
- retraining people to give them new skills
- increasing community knowledge of sensitive issues such as environmental protection
- encouraging life long learning

Our community colleges serve as vital, responsive resources for improving the quality of life for the people of Florida.

HISTORY OF COMMUNITY COLLEGES

Beginnings

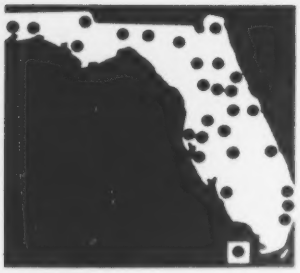
Community colleges are:

- a relatively new higher education structure (early 1900's)
- unique to American higher education

Higher education was an integral part of the early history of the settling of the United States. The first junior college, however, was not founded until 1901 in Joliet, Illinois. Other junior colleges were established in response to a plan developed by William Rainey Harper, then president of the University of Chicago. The Plan was for universities to drop the first two years of undergraduate instruction from the main body of university studies. Although acceptance of this plan was not widespread, many communities established community or junior colleges to meet the educational needs of their people.

Advantages

Why did communities establish colleges? Community colleges:



- provide education "at home"
- cost less per student
- are responsive to local interests and educational needs

In some places, community colleges were seen as an extension of high school and governed by the local education agency. In other locations, community colleges were recognized as a separate educational form with a separate governing board.

Trends and Characteristics

Early community colleges in the United States were usually *private* institutions. By 1947, the number of *public* community colleges exceeded the number of private ones. The popularity of community colleges increased greatly in the 1940's and 1950's, as our nation placed increased emphasis on post-high school education. Enrollment in the 1960's was even higher and continues to increase.

History in Florida

Florida's public community college system had its beginning in 1933 when Palm Beach Junior College was established as a public two-year college. In 1955 the Florida Legislature established the Community College Council. The Council master plan of 1957 recommended a system of public community colleges in Florida. The ultimate goal was to provide post-high school education within commuting distance of 99 percent of Florida's population. Florida became a national model for the orderly development of a statewide system of public community colleges.

In the short span of 15 years, the master plan was realized. By 1972, the last of 28 community colleges had opened its doors to provide accessible and affordable college education. Many people with no hope of education beyond high school could improve themselves while continuing to live and work in the community.

Education and population projections indicate that community colleges will continue to serve more older, part-time, non-traditional, and occupationally-oriented students. As flexible, community-based institutions, Florida's community college system will meet these new challenges and respond effectively to serve the education needs of the state.

DESCRIPTION

Relationship with Other Education Units

Community colleges are an integral part of the state system of higher education. They are a major source of students for the upper-division programs of Florida's nine public universities. Approximately two-thirds of the first-time-in-college enrollments occur in community colleges. Over half of all juniors in our universities are graduates of our 28 community colleges. Because community colleges assume the major responsibility for the first two years of post-high school education, universities can direct more energy toward upper-division and graduate education programs. Sharing the responsibility for undergraduate education is a very valuable service to the citizens of Florida.

Community colleges also share responsibilities with secondary schools in Florida. Dual enrollment programs encourage advanced high school students to take courses for college credit. Vocational education programs are closely coordinated with high school offerings to ensure a smooth transition for vocational students from high schools to community colleges.

Facts and Figures

The community college system is big business in Florida. The aggregate budget of the 28 community colleges is more than six hundred million dollars, employing more than 32,000 staff members and support personnel.

The most recent published data from the U.S. Department of Education indicates Florida has the highest enrollment in adult basic and secondary education in the nation. Florida ranked *third* nationally in the number of associate degrees conferred and in the number enrolled in post-secondary and vocational education programs.

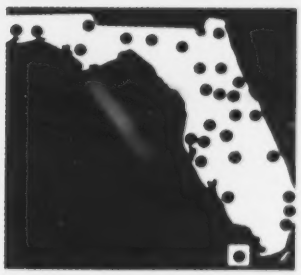
Here are some further details about the Florida community college system:

- 54 campuses and over 1,000 delivery service centers
- 700,000 students enrolled
- 140,000 full-time equivalent students
- 6,800 full-time equivalent instructors

Each community college awards an Associate of Arts or Science Degree at the successful completion of a two-year program of studies. Specialized vocational programs culminating in certificates are also offered in such diverse areas as laser optics, radiology, and law enforcement.

Location

By design, Florida's community colleges are located in all geographic regions of the state, from Pensacola to Key West. Virtually all Floridians are located within easy commuting distance of a community college. Intentionally, community colleges were placed in population centers and other areas to serve all regions of the state.



GOVERNANCE

Local Boards of Trustees

Originally, most community colleges in Florida were governed by the boards of public instruction of local school systems. In 1968, the Legislature established independent local boards of trustees for community colleges. Boards of trustees have legal responsibility for maintaining and operating local community colleges in Florida. This pattern of local governance by a board of trustees is the predominant national pattern for community college governance.

State Board of Community Colleges

In 1983, the Florida Legislature established the State Board of Community Colleges. The State Board provides leadership to the community college system. The role of the State Board is to coordinate and oversee the operation of the 28 locally controlled community colleges. Primary aspects of this role include:

- developing policy
- developing legislative budget requests
- reviewing and evaluating programs
- sharing information
- advocating for community colleges

According to Section 240.311, F.S., the State Board of Community Colleges shall serve as the director of the Division of Community Colleges. The Board is responsible for establishing and developing rules and policies which will ensure the operation and maintenance of the community college system. The Board provides general leadership to the system in all areas. The Board also reviews and approves all budgets and recommends budget amendments to the system.

Committees of the State Board

There are seven standing committees of the Board:

- Program
- Finance
- Legislative
- Equal Access and Equal Opportunity
- Planning
- Rules and Personnel
- Trustee and Public Information

In addition, an ad-hoc committee manages the Sunshine State Skills Program. Usually, the Board will meet each month, varying the location of the meetings across the 28 community colleges. Standing committees of the Board meet the afternoon before the Board meeting. The Board encourages the involvement of local trustees.

The Board also receives input from the Council of Presidents, which is composed of the president of each community college, and is a task force to the Board. Three councils serve in an advisory capacity to the Council of Presidents:

- Council of Business Affairs
- Council on Instructional Affairs
- Council of Student Affairs

Executive Director

The Executive Director of the Division of Community Colleges is appointed by the State Board of Community Colleges. The Executive Director is responsible for implementing the rules and regulations established by the Board and for operating the community college system. A staff of highly qualified personnel assist in these responsibilities.

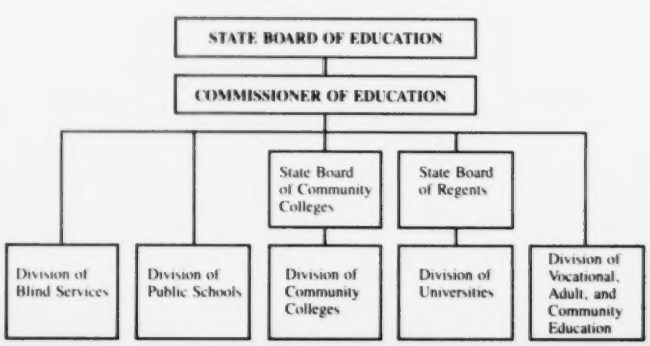
Department of Education

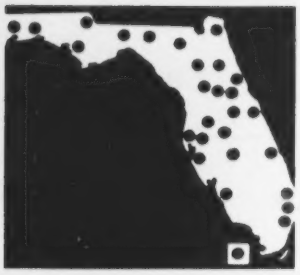
The Florida Department of Education has five divisions:

- Community Colleges
- Public Schools
- State University System
- Vocational, Adult, and Community Education
- Blind Services

Staff in these five divisions work cooperatively to ensure comprehensive programs are available for students and to eliminate duplication and unnecessary overlap in programs offered. The State Board of Community Colleges interacts routinely with the Board of Regents of the State University System and the Division of Vocational, Adult, and Community Education to implement coordinated educational programs for Florida's citizens.

DEPARTMENT OF EDUCATION ORGANIZATIONAL CHART


STATE BOARD OF EDUCATION
COMMISSIONER OF EDUCATION
State Board of Community Colleges
State Board of Regents
Division of Blind Services
Division of Public Schools
Division of Community Colleges
Division of Universities
Division of Vocational, Adult, and Community Education



OTHER RELATED ORGANIZATIONS

The Board works closely with several other organizations including:

Postsecondary Education Planning Commission was initially created by Executive Order in 1980 and subsequently given statutory authority to serve as an advisory body to the Florida State Board of Education on all postsecondary education matters.

Florida Association of Community Colleges is a state organization whose membership is comprised of faculty, career employees, administrators, and trustees from the Community College System and whose purpose is to promote issues in the best interest of the System.

Florida Education and Industry Coalition brings together top level executives of Florida's businesses and educational institutions to foster greater cooperation between the two sectors.

Florida High Technology and Industry Council coordinates governmental and industry efforts to promote expansion and development of technological industries by assuring that the technical and professional needs of such industries are adequately addressed by the state's public and private educational institutions.

ADMISSIONS

Most students in the community college system are graduates from Florida high schools. More than 50% of the entering students in upper-division courses at the universities are community college graduates. These transitions across levels of the education system are facilitated by program *articulation efforts*. In Florida, a statewide articulation agreement facilitates the entry of students into each level of the education system.

Generally, students from Florida high schools are admitted as freshmen in a community college if they have a high school diploma or have passed the GED (General Education Development) test. All entering freshmen are required to take a placement test in communication and computation. Students not passing the placement test qualify for college preparatory (remedial) instruction offered by the college.

STUDENT COSTS

Students in Florida's community colleges pay a fee on a per-credit hour basis. Students who have not been residents of Florida for one year pay higher fees. Maximum fees are established by the Legislature based on an analysis of actual costs of instructional and support programs.

STUDENT FINANCIAL AID

Each community college operates a Student Financial Aid Program. Several types of assistance are available through state, federal, and local sources for students in need of financial aid:

- scholarships and grants
- loans
- student employment

Assistance is available to students who have proven financial need. Community college policies encourage and support every effort to remove financial barriers to pursuing post-high school education.

ACADEMIC CALENDAR

Community colleges operate primarily under a semester calendar plan. The opening dates for the 28 community colleges are established statewide to coordinate with the calendar of the State University System. Semesters are arranged so that the first semester of each year ends just prior to Christmas. Abbreviated semester and summer terms are also utilized.

PUBLIC SERVICE

There are many ways that community colleges conduct public service and research. These activities link community colleges to our changing communities, working together to help our citizens reach their maximum potential.

Sunshine State Skills Program was established in 1985 to act as a catalyst to bring together community colleges and employers with specific training needs related to new, expanding, or diversification of business and industry.

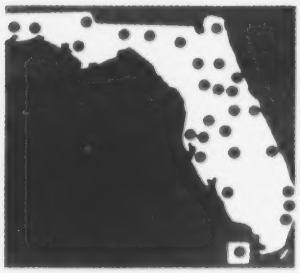
Community use of facilities include seminars and training programs, community information sessions, and public meetings of local organizations.

Business and government institutes are established by various community colleges to offer a variety of services including assisting in recruiting new industry, collecting and disseminating economic information, offering training programs to upgrade employee skills or retrain displaced workers, and developing specialized training programs such as management and entrepreneurship.

Centers for Performing Arts are established by several community colleges to support and encourage the performing arts such as drama, music, painting and sculpture.

The community colleges of Florida strive constantly to improve their programs and operations. Our goal is to maintain the "Great 28" as an integral part of the Florida education system, improving the quality of life for all Floridians.

COMMUNITY COLLEGE TRUSTEES: POWERS AND RESPONSIBILITIES



THE CHALLENGES OF TRUSTEESHIP

A trustee, by dictionary definition, is one to whom property is entrusted for management. Community college trustees hold in trust the responsibility for the wise and frugal management of education, a critical state resource. Trustees come from many varied settings in life, representing the communities served by the colleges. They bring to the role a wide range of skills and interests. Together, trustees guide the community college to meet its mission and serve creatively the ever-changing community.

In the agricultural era, land was the principal source of growth. In industrial times, the source was capital. Today, growth is dependent on the effective use of information. Decision-makers in all fields require an endless flow of up-to-date information to operate in a society marked by constant change and interdependence. Community colleges function as a source of information and are responsible for educating students in the effective use of information. Thus, they play a vital role and serve as a valuable resource in our information era.

As a community college trustee, you are responsible for the resources, property, and welfare of this important resource. The task is tremendous, but the rewards associated with successfully overseeing the growth and development of a community college are countless.

Seven Challenges

During a presentation at the 1984 FACC Conference, Elizabeth N. Jones, a Trustee for Santa Fe Community College, outlined seven challenges that successful trustees must address. They are:

- determine and understand the mission of the college
- provide direction at the policy-making level
- ensure the financial solvency of the college
- provide leadership for the future
- defend the local autonomy of the college
- find solutions to problems
- believe in and be enthusiastic about the college and your job.

Listen Aggressively

As a trustee, you must learn to listen aggressively and ask questions. Asking questions and listening to answers is a way of giving and receiving feedback. Feedback is important for both the board and the administrators with whom the board works. Questions also encourage others to do a good job and function as a form of quality control.

TRUSTEE APPOINTMENT

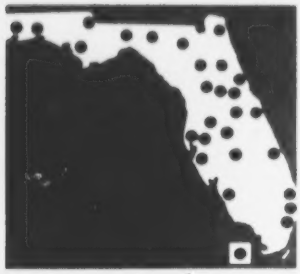
Trustee appointments to the Board are made under provision of Section 240.313, Florida Statutes. Trustee appointments are made by the Governor, forwarded to the Commissioner of Education, and placed on the next Department of Education agenda for approval by the Cabinet.

As a trustee, your responsibilities to your college, and through it to the State Community College System, are numerous. You are responsible for attending all board meetings and seeking out opportunities to expand your knowledge of the laws and policies under which your board operates. Additionally, you are expected to participate in training sessions afforded through trustee committees and associations at the state level.

LEGAL CONCERNS

No Individual Powers

The duties and powers of community college district boards of trustees are specified within the framework of law and state regulations (Sections 240.313-240.319, F.S.). These statutes are further defined by State Rules. As you are aware, the only time a trustee can take legal action is when the board meets. Individual trustees have no legal standing alone. Trustee powers cannot be utilized in any individual manner.



Decision-Making Process

All decisions made by boards of trustees must be made by a vote of the total board in a public meeting. State law says that a majority of the full voting membership of the board constitutes a quorum. When a quorum is present, a majority of the members voting on the measure shall determine the outcome. No member of the board may abstain from casting a vote except in cases of an announced conflict of interest (Section 286.012, F.S.).

Sunshine Law

The Sunshine Law requires that all meetings at which official acts are to be taken are to be open to the public at all times. No motion, rule, regulation, or final action is considered binding unless taken at such a meeting (Section 286.011, F.S.). The schedule of these meetings shall be duly publicized, and minutes of each official meeting shall be recorded and made available for public inspection.

Violations of the Sunshine Law are criminal misdemeanors of the second degree punishable as provided in Section 775.083 or 775.084, F.S. Exceptions to the law allow boards to conduct hearings and discussions on issues of extreme sensitivity or personal privacy (Section 228.093(3) and 447.605, F.S.).

Financial Disclosure

Florida law also requires that members of district boards of trustees file financial disclosure statements annually as a matter of public record. These statements must disclose primary and secondary sources of income, liabilities exceeding net worth, information on investment, and intangible property and gifts.

RESPONSIBILITIES OF THE BOARD

Policy-Making

Current theory in educational administration says that boards are responsible for making policy, and staff members are responsible for carrying out policy. The basis for this principle is in the nature of the two jobs. Board members are part-time volunteers; staff are full-time paid employees. The system works best when the part-time volunteers, as representatives of the community, establish policies that provide direction to the college. Staff, as full-time employees, should establish procedures that put policy decisions into operation and delegate responsibility for implementing these procedures.

Overlap In Board/Staff Duties

Sometimes it is difficult to draw the line between policy-making and administrative matters. Policy issues are often brought to the board's attention by the president and staff members. Board members may be accused of interfering with the operation of the college when they monitor the implementation of their decisions. Ultimately, determination of what actions are in the policy-making domain and what actions are in the administrative domain is a shared responsibility. The board is most effective, however, when it leaves the day-to-day details to the staff and concentrates instead on the big picture.

Specific Duties

Boards are required to elect annually a chairperson and vice chairperson. The duties specified by law are wide-ranging covering issues that pertain to course and program review, employee contracts and salaries, production of work products, budget approval, selection and evaluation of the college president, law enforcement operations, and purchase of equipment and property, to name a few.

The law (Section 240.319, F.S.) states that after considering recommendations submitted by the president, the board shall adopt rules, policies, and procedures which fulfill their responsibilities and contribute to the efficient operation of the college. Any adopted rules, policies, or procedures must be within the duties and authority prescribed by the law.

Agenda

The community college president is responsible for preparing and presenting the agenda to the board. The president alone is responsible for the administrative recommendations brought to the board. If a problem or issue comes to your attention, which is a matter for the board, have the president put it on the agenda. If the problem is one that your president should solve through administrative channels, give it to him or her.

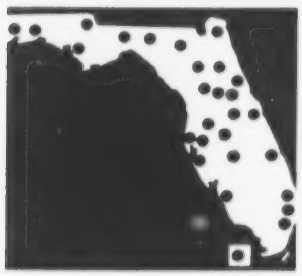
Many presidents will consult closely with the chairperson during the period when the board is not meeting. The president may turn to the chairperson for guidance if a matter comes up which needs a quick response on the part of the president, but about which the president wants some advice.

Budget Approval

Budget approval is one of the most important activities of a trustee. The college budget is more than a collection of figures. It includes the projected revenue which you will receive during the budgeted year and details the spending plans for the college's fiscal year. It determines what fee levels are needed by the college.

When you study the budget, you should be told what changes that budget produces from current operating practices. While you probably do not need to become familiar with individual lines in the individual accounts in the budget, you should become familiar with an overall summary of the document.

When you participate in budget discussions and approve the budget



document, you are setting policies which will have great impact on the college. You should expect comparative data which shows revenue and spending trends from the current year to the next year and for a longer period such as the past five years.

Advisors

The college president is available to advise board members on an as needed basis. Advice may also be provided by the internal auditor for the college. Two other people who report to the president and may provide valuable information to trustees are the business officer and the attorney. All of these people have a very special obligation to protect the interests of the college board. Any issues that you are unsure of should be discussed with an advisor(s).

Team Player

Good trusteeship requires the ability to function as part of a team, and a team functions best when the members are well informed and act objectively. During the decision-making process, you are expected to speak openly for your point of view. Once the decision is made, you are expected to support the position of the board even if you disagree with the majority decision.

TRUSTEE PERFORMANCE GOALS

As a member of a community college board you have many responsibilities. Using performance goals to see how well you are doing as a trustee will help improve your effectiveness. These 24 performance goals are offered as guidelines for stimulating greater accountability among trustees.

Goals for Board/President Relations

1. Select, evaluate, and retain through contract, the best available college president.

2. Ensure that all college business and/or problems are channeled through the college president for recommendation to the board.

Goals for Board Meetings

1. Ensure that all deliberations of the board prior to votings are conducted in meetings open to the public.

2. Participate in board meetings on a regular basis and arrive on time. (Board chairpersons are required to report over three consecutive absences to the Governor's Office.)

3. Review all board materials received in advance of the board meeting.

Goals for Policy-Making

1. Concentrate efforts on discussions of policy, growth, direction, evaluation, philosophy, finances, community needs, accountability, and other priorities.

2. Complete and update short-range and long-range planning programs.

3. Review, evaluate, and update all written policies, the college mission statement, and objectives; and measure progress towards achieving those objectives.

4. Provide budgetary direction that maximizes efficiency.

5. Review the audit process of the college.

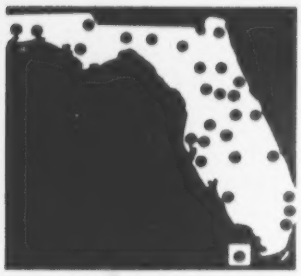
6. Ensure that the college meets legislative mandates.

7. Cooperate in the development of a comprehensive set of policies to govern the college district.

Goals for Personnel Review

1. Review annually the administration of the college in light of accountability standards.

2. Ensure that affirmative action laws, etc. are followed during the employment process.



Goals for Community Relations

1. Encourage the use of community advisory committees when developing new programs and evaluating ongoing programs.
2. Serve as an advocate and liaison between the college and the community.
3. Become familiar with and represent the entire college program.

Goals for Campus Participation

1. Attend college activities when possible.
2. Listen to faculty and student input.

Goals for Networking

1. Recognize the community college as an important partner with other institutions in higher education.
2. Share experiences and ideas with colleagues from other boards.
3. Ensure cooperation between the local board and the State Board of Community Colleges.

Goals for Personal Development

1. Evaluate personal effectiveness as a trustee at least once a year.
2. Participate in educational development opportunities.

PUBLIC SERVICE

You are a trustee because you have a sincere desire to provide a public service to others in order to carry out the legal, ethical, and moral obligations of the corporate body. You are a community college trustee because you believe in Florida's community college system and want to play a role in making it better. The job is demanding, time-consuming, and requires someone with vision; however, the rewards are great with unlimited results.

This document was developed by Connie Bergquist, Susan Kruppenbach, and Naja Williamson of Evaluation Systems Design, Inc., Tallahassee, Florida under contract to Tallahassee Community College for the State Board of Community Colleges. Graphic design was produced by Denise A. Choppin, Inc.

Dated Material:
FOR IMMEDIATE ATTENTION

Florida's Community College SYSTEM

Facts & Figures

* THE FLORIDA COMMUNITY COLLEGE SYSTEM SERVED 866, 168 STUDENTS DURING 1987-88.

* STUDENT ENROLLMENT FOR THE FLORIDA COMMUNITY COLLEGE SYSTEM HAS INCREASED BY 44.8% OVER THE PAST DECADE AND BY 13% FROM 1985-86 TO 1987-88.

* THE AVERAGE AGE OF COMMUNITY COLLEGE STUDENTS IS 28 WITH 58% FEMALE REPRESENTATION AND 23.3% MINORITY REPRESENTATION.

* MORE THAN TWO-THIRDS OF THE STUDENTS ENTERING FLORIDA'S HIGHER EDUCATION SYSTEM CHOOSE A COMMUNITY COLLEGE FOR THEIR FIRST TWO YEARS OF STUDY.

* COMMUNITY COLLEGE TRANSFERS COMPRISE APPROXIMATELY 70% OF THE STUDENTS FOR THE UPPER DIVISIONS OF FLORIDA'S NINE PUBLIC UNIVERSITIES.

* A STATEWIDE TRANSFER AGREEMENT BETWEEN ALL PUBLIC HIGHER EDUCATION INSTITUTIONS ENABLES STUDENTS TO PURSUE THEIR STUDIES AT THE BACCALAUREATE DEGREE LEVEL WITH LITTLE OR NO LOSS OF TIME OR CREDIT. THIS AGREEMENT IS THE MOST COMPREHENSIVE IN THE NATION AND SERVES AS A MODEL FOR OTHER STATES.

* COMMUNITY COLLEGE STUDENTS WHO TRANSFER TO FLORIDA'S STATE UNIVERSITY SYSTEM PERFORM AS WELL ACADEMICALLY AS UNIVERSITY STUDENTS WHO ENTERED AS FRESHMEN AND COMPLETE THE COURSE WORK IN THE SAME TIME PERIOD.

* FLORIDA'S COMMUNITY COLLEGES CONSISTENTLY RANK IN THE TOP TEN NATIONWIDE FOR HIGHER EDUCATION INSTITUTIONS CONFERRING ASSOCIATE DEGREES AND CERTIFICATES.

* WITH AN AGGREGATE BUDGET OF MORE THAN $685 MILLION, THE COMMUNITY COLLEGE SYSTEM HAS A SIGNIFICANT IMPACT UPON THE STATE'S ECONOMY. SYSTEM FUNDING COMES LARGELY FROM STATE REVENUES AND STUDENT FEES.

* FLORIDA'S COMMUNITY COLLEGES WERE THE FIRST IN THE NATION TO ESTABLISH ENDOWED FACULTY CHAIRS.

* THE COMMUNITY COLLEGE SYSTEM CONSTANTLY RECOGNIZES AND ADAPTS TO BUSINESS TRENDS. COMMUNITY COLLEGES HAVE ESTABLISHED INNOVATIVE TRAINING PROGRAMS AND BUSINESS INSTITUTES IN RESPONSE TO INDUSTRY NEEDS.

* AT THE STATE LEVEL, THE SUNSHINE STATE SKILLS PROGRAM UTILIZES STATE MATCHING GRANTS TO FUND BUSINESS AND EDUCATION TRAINING PARTNERSHIPS FOR NEW, EXPANDING OR DIVERSIFYING BUSINESSES IN FLORIDA.

* THE FLORIDA ACADEMIC IMPROVEMENT TRUST FUND PROVIDES STATE FUNDS FOR LOCAL COMMUNITY COLLEGE FOUNDATIONS AS A MATCH FOR PRIVATE CONTRIBUTIONS.

* COMMUNITY COLLEGES ARE GEOGRAPHICALLY ACCESSIBLE WITH 55 CAMPUSES AND CENTERS AND OVER 1,000 DELIVERY SITES.

Equal Opportunity / Equal Access Institutions

An Information Guide

THE GREAT TWENTY-EIGHT !

The Florida Community College System

Florida's social diversity and dynamic economy require innovative educational services. The state's twenty-eight comprehensive community colleges rise to this challenge, reflecting Florida's vitality and growth and playing an integral part in community life.

The education programs and services of community colleges are accessible to virtually all Florida residents. With 55 campuses and centers and over 1,000 delivery sites, community colleges serve approximately 873,000 residents annually. Florida's community colleges have the second highest enrollment in the nation and consistently rank in the top ten nationwide for higher education institutions conferring associate degrees and certificates.

Functioning in a dual role, community colleges emphasize both academic performance and preparation for the workplace. This means that in addition to offering a complete range of art and science programs required for an associate degree, community colleges offer vocational and occupational education programs designed to prepare students for the advanced technological demands of business and industry. Regardless of their career goals, community college students receive a quality education and are equipped for the challenges of a four-year institution.

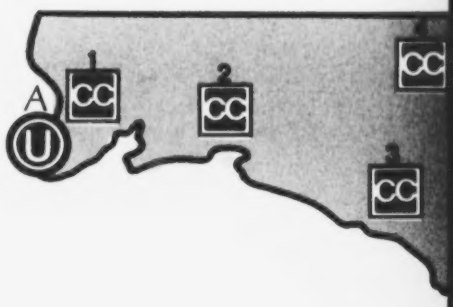
Community college students who enter the State University System perform as well academically as university students who entered as freshmen, completing the required coursework in the same period of time. Community college transfers constitute approximately 70% of the students for the upper divisions of Florida's nine public universities.

Almost thirty years ago, the State of Florida made the decision to designate the community college as the primary entry point for students seeking higher education. Today, more than two-thirds of the students entering Florida's higher education system choose a community college for the first two years of baccalaureate study, for an associate of arts degree or for vocational training. A strong desire to help students move smoothly through the education system has resulted in a statewide transfer agreement between all public higher education institutions. This agreement enables all community college students pursuing an associate of arts degree to continue their studies at the university level with little or no loss of time or credit. Such ease of transition through the education system yields cost savings for students and taxpayers. The most comprehensive in the nation, this agreement serves as a model for other states.

Emphasizing quality instruction, Florida's community colleges were the first in the nation to establish endowed faculty chair programs. Through participation in endowed chair programs and the Florida Academic Improvement Trust Fund, the private sector is contributing to the pursuit of academic excellence in the community colleges. The trust fund is operated by the State Board of Community Colleges. Its state allocations are matched by private contributions and enhance scientific and technological activities, provide professional training for faculty and endow student scholarships.

Open admissions, geographical convenience, affordable tuition and flexible scheduling make community colleges accessible to those who are seeking upward mobility. For students not intending to pursue a four-year degree, community colleges offer unique training programs, including - to name a few - Film and Industry Technology at Valencia Community College, Professional Diving at Florida Keys Community College, Hazardous Materials Technology at Central Florida Community College, and Zoo Animal Technology at Santa Fe Community College. These and other programs provide skilled employees for highly technical occupations.

LOCATIONS OF THE 28 FLORIDA COMMUNITY COLLEGES AND ADJACENT UNIVERSITIES



COMMUNITY COLLEGES

1. Pensacola Junior College
   Pensacola
2. Okaloosa-Walton Community College
   Niceville
3. Gulf Coast Community College
   Panama City
4. Chipola Junior College
   Marianna
5. Tallahassee Community College
   Tallahassee
6. North Florida Junior College
   Madison
7. Lake City Community College
   Lake City
8. Florida Community College at
   Jacksonville, Jacksonville
9. Santa Fe Community College
   Gainesville
10. St. Johns River Community College
    Palatka
11. Central Florida Community College
    Ocala
12. Daytona Beach Community College
    Daytona Beach
13. Seminole Community College
    Sanford
14. Lake-Sumter Community College
    Leesburg
15. Pasco-Hernando Community College
    Dade City
16. St. Petersburg Junior College
    St. Petersburg
17. Hillsborough Community College
    Tampa
18. Polk Community College
    Winter Haven
19. Valencia Community College
    Orlando
20. Brevard Community College
    Cocoa
21. Indian River Community College
    Fort Pierce
22. South Florida Community College
    Avon Park
23. Manatee Community College
    Bradenton
24. Edison Community College
    Fort Myers
25. Palm Beach Community College
    Lake Worth
26. Broward Community College
    Fort Lauderdale
27. Miami-Dade Community College
    Miami
28. Florida Keys Community College
    Key West

UNI

A. Univer
   Pensac
B. Florida
   Tallaha
C. Florida
   Tallaha
D. Univer
   Gaines
E. Univer
   Jackso
F. Univer
   Orland
G. Univer
   Tampa
H. Florida
   Boca R
I. Florida
   Miami

FLORIDA COMMUNITY COLLEGE PRESIDENTS

- Maxwell C. King
  Brevard Community College
- Willis N. Holcombe
  Broward Community College
- William J. Campion
  Central Florida Community College
- Jerry W. Kandzer
  Chipola Junior College
- Charles H. Polk
  Daytona Beach Community College
- David G. Robinson
  Edison Community College
- Charles C. Spence
  Florida Community College
  at Jacksonville
- William A. Seeker
  Florida Keys Community College
- Robert L. McSpadden
  Gulf Coast Community College
- Andreas A. Paloumpis
  Hillsborough Community College
- Edwin R. Massey
  Indian River Community College
- Muriel Kay Heimer
  Lake City Community College
- Carl C. Andersen
  Lake-Sumter Community College
- Stephen J. Korcheck
  Manatee Community College
- Robert H. McCabe
  Miami-Dade Community College
- William H. McCoy
  North Florida Junior College
- James R. Richburg
  Okaloosa-Walton Community College
- Edward M. Eissey
  Palm Beach Community College
- Milton O. Jones
  Pasco-Hernando Community College
- Horace E. Hartsell
  Pensacola Junior College
- Maryly VanLeer Peck
  Polk Community College
- Robert L. McLendon, Jr.
  St. Johns River Community College
- Carl M. Kuttler, Jr.
  St. Petersburg Junior College
- Alan J. Robertson
  Santa Fe Community College
- Earl S. Weldon
  Seminole Community College
- Catherine P. Cornelius
  South Florida Community College
- James H. Hinson, Jr.
  Tallahassee Community College
- Paul C. Gianini, Jr.
  Valencia Community College

An Information Guide

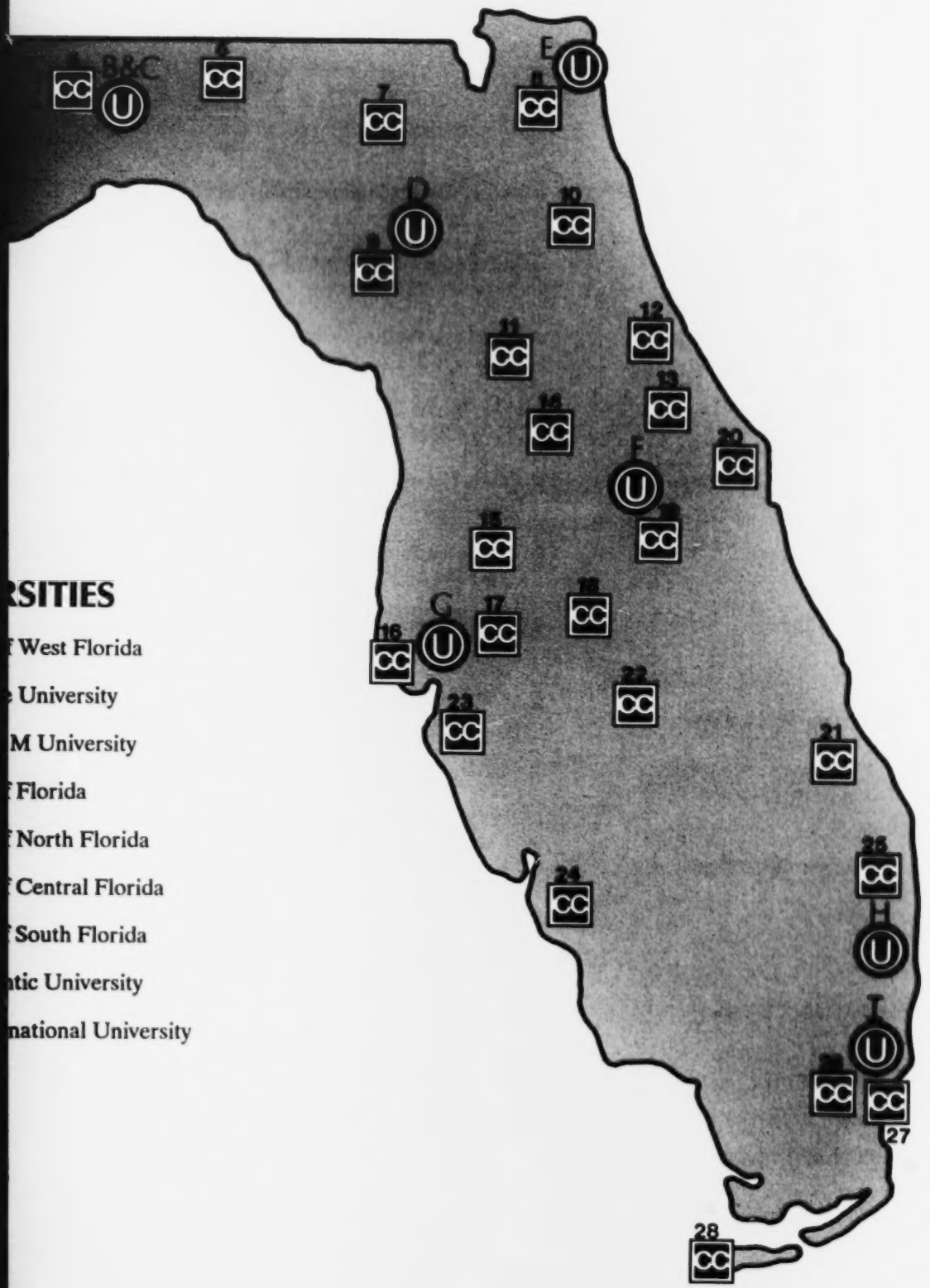
THE GREAT TWENTY-EIGHT !

The Florida Community College System

STATE BOARD OF COMMUNITY COLLEGES

- **Chairman**
  Norman D. Tripp
  Fort Lauderdale
- **Vice Chairman**
  Thomas J. Murphy
  Tampa
- **Commissioner**
  Betty Castor
  Tallahassee
- E.C. Allen
  Tallahassee
- Philip Benjamin
  St. Petersburg
- Sylvia F. Greene
  Tampa
- Thomas S. Heyward, Jr.
  St. Cloud
- Fred C. Jackson, Jr.
  Jacksonville
- Sydel B. LeGrande
  Miami Shores
- Bobby F. McKown
  Winter Haven
- Therese M. Pesch
  Fort Pierce
- Nicholas A. Sabetto
  Port St. Lucie
- Wendell W. Williams
  Avon Park

- **Clark Maxwell, Jr.**
  Executive Director
  Community College System



RSITIES

f West Florida
e University
M University
f Florida
f North Florida
f Central Florida
f South Florida
ntic University
national University

FLORIDA COMMUNITY COLLEGES

- Brevard Community College
  (305) 632-1111
- Broward Community College
  (305) 475-6500
- Central Florida Community College
  (904) 237-2111
- Chipola Junior College
  (904) 526-2761
- Daytona Beach Community College
  (904) 255-8131
- Edison Community College
  (813) 489-9300
- Florida Community College
  at Jacksonville
  (904) 632-3000
- Florida Keys Community College
  (305) 296-9081
- Gulf Coast Community College
  (904) 769-1551
- Hillsborough Community College
  (813) 253-7000
- Indian River Community College
  (407) 468-4700
- Lake City Community College
  (904) 752-1822
- Lake-Sumter Community College
  (904) 787-3747
- Manatee Community College
  (813) 755-1511
- Miami-Dade Community College
  (305) 347-3000
- North Florida Junior College
  (904) 973-2288
- Okaloosa-Walton Community College
  (904) 678-5111
- Palm Beach Community College
  (407) 439-8000
- Pasco-Hernando Community College
  (904) 567-6701
- Pensacola Junior College
  (904) 484-1000
- Polk Community College
  (813) 297-1000
- St. Johns River Community College
  (904) 328-1571
- St. Petersburg Junior College
  (813) 341-3600
- Santa Fe Community College
  (904) 395-5000
- Seminole Community College
  (407) 323-1450
- South Florida Community College
  (813) 453-6661
- Tallahassee Community College
  (904) 488-9200
- Valencia Community College
  (407) 299-5000

An Information Guide

BOARD ORGANIZATION

INTRODUCTION

As a trustee of a community college, you are responsible for the resources, property, and welfare of the college you govern on behalf of your community. Trustees are most often selected because of their prominence and stature in the community, their demonstrated community involvement, and the degree of success they have achieved in their chosen fields. Although you may be a leader in your own field, as a trustee you function as one member of a team committed to quality education and working together to guide the college toward greater excellence.

To fulfill your responsibilities, you must understand how the board of trustees for a community college functions. This module contains some essential information on board organization as well as helpful hints on how you can assist the board as a whole to operate efficiently and effectively. Before you read this brochure, review again the "Community College Trustees: Powers and Responsibilities" section of the Information Guide.

Some of the Trustee Performance Goals related to board organization are to:

- ensure that all deliberations of the board prior to votings are conducted in meetings open to the public
- participate in board meetings on a regular basis (board chairs are required to report over three consecutive absences to the Governor's Office)
- review all board materials received in advance of the board meeting

COMPOSITION OF THE BOARD

Each community college district board of trustees is comprised of no less than five members and no more than nine members. The number of board members is determined in part by the number of local school districts served by the community college. Boards must represent the host district as well as any other districts served (6A-14.24, FAC). As a trustee, you receive no salary but may receive reimbursement for expenses.

By Florida law, the board of trustees is a corporate body titled "The District Board of Trustees of (name of community college), Florida." Board members cannot act as individuals, but only as a board.

TRUSTEE APPOINTMENT PROCESS

Appointment and Reappointment

Trustees are appointed to the board by the Governor based on nominations which may come from the school board or boards within the district served by the community college as well as other interested parties. The names of appointees are forwarded to the Executive Director of the State Board of Community Colleges who prepares transmittal memoranda from the Commissioner of Education to the State Board of Education.

Four members of the State Board of Education must approve the appointments. Appointments must be confirmed by the Senate in regular session. After receiving the trustee's completed oath of office and bond form, the Secretary of State issues a certificate of appointment for the trustee.

Trustees may be reappointed with no formal limit on the number of terms served. Reappointment procedures are the same as for the initial appointment.

Length of Term

Trustees are appointed for four-year terms or for unexpired terms. Terms expire on May 31 of the year of expiration or as soon as a successor is duly qualified.

Financial Disclosure

Florida law requires that board members publicly file financial disclosure statements annually. These statements must disclose primary and secondary sources of income, liabilities exceeding net worth, information on investment, and intangible property and gifts.

To comply with this law, you must file a financial disclosure statement (CE Form 1) each year by July 15 or within 30 days of your appointment as a trustee. The forms are sent to trustees upon appointment and also are available from the county clerk's office. Failure to file this form can result in forfeiting your office as a trustee.

LEGISLATIVE INTENT

The legislature intends for boards of trustees to operate independently at the local level. As a trustee living in the community, you are most likely to know the needs of the people served by the community college. A board must operate within federal, state, and local laws and regulations, but should guide the college in the creation of programs and services that meet the needs of the local community.

As a trustee, you should become familiar with state laws and regulations governing community colleges. The most relevant citations are Chapter 240.3, F.S. and State Board of Community Colleges Rules (Chapter 6A.14, FAC). Review these documents at least once each year to make sure you are aware of recent changes.

The law (Section 240.319, F.S.) states that after considering recommendations submitted by the president, the board shall adopt rules, policies, and procedures which fulfill their responsibilities and contribute to the efficient operation of the college. Any adopted rules, policies, or procedures must be within the duties and authority prescribed by the law. The board has the power to take action without a recommendation from the president and has the power to require the president to deliver all data and information required by the board in the performance of its duties (Section 240.313, F.S.).

SPECIFIC DUTIES AND RESPONSIBILITIES

Among the specific areas identified in the law, are authority for:

- appointing, suspending, or removing the president
- recognizing outstanding employees
- establishing and discontinuing program and course offerings; providing for instructional and noninstructional community services; locating classes and services; and disseminating information about programs and services

- being the contracting agent of the college
- exercising the right of eminent domain to acquire private property, within the restrictions of the law
- entering into contractual and lease-purchase arrangements for equipment
- purchasing and managing real property
- establishing account for and receiving compensation for goods, services, tuition, and fees
- adopting a uniform code of appropriate penalties for violations of rules by students and employees
- considering past actions of people applying for admission or employment
- developing work products related to educational endeavors
- providing rules governing parking and traffic control on campus
- appointing, employing, and removing personnel
- adopting rules providing loans, scholarships, and other student services
- establishing policy for law enforcement operations
- establishing and maintaining a personnel exchange program with universities, government, and private industry
- assembling data and conducting surveys on the educational needs of the district

Furthermore, State Board of Community Colleges rules grant specific additional powers and duties to:

- develop and adopt a long range and annual program plan
- establish rules for bonding members and employees
- adopt rules for the reproduction and destruction of records
- act on recommendations from the president related to employees
- enter into contractual agreements with other agencies
- enforce collection or settlement of delinquent accounts
- provide non-discriminatory employment
- designate any documents the president or a representative is authorized to sign.

As you can see, the powers and responsibilities are very extensive and apply to every aspect of the operation of the college. Vigilance and diligence are required to fulfill your public trust in carrying out these responsibilities.

BOARD OFFICERS

At the first regular meeting after July 1st of each year, the board must by law organize itself by electing from its membership a chair and vice chair. In addition, the law requires that the college president serve as the ex officio secretary to the board.

Duties of the Chair

By law the duties of the chair are to preside at all meetings of the board, call special meetings, and attest to the actions of the board. He/she must also notify the Governor in writing whenever a board member fails to attend three consecutive regular board meetings in any one fiscal year. These absences may be grounds for removal (240.313, F.S.).

The chair serves an extremely important function as the elected leader of the board. He/she must work very closely with the president and usually serves as the official spokesperson for the board. The chair regulates the discussion and sees that needed information is supplied by staff

members. Effective human relation skills as well as in-depth knowledge of the college are important attributes for this position.

Duties of the Vice Chair

The duty of the vice chair is to act as chair during his/her absence or disability. This person should have the same skills and knowledge as the elected chair.

Secretary

By law, the president serves as the corporate secretary of the board. Minutes of all board meetings must:

- clearly state all actions and proceedings of the board
- be signed by the chair and president immediately after board approval
- be kept as a public record in a permanently bound book in the custody of the president
- record the vote of each trustee present

Typically, meetings are tape recorded with minutes prepared and disseminated by the president's office.

Treasurer

There is no treasurer for community college boards of trustees. The chief financial officer of the college prepares and submits financial reports to the board through the president.

BOARD OPERATING PROCEDURES

It is the responsibility of each board to establish and follow operating procedures. Some procedures are prescribed by state laws and regulation. Others should be developed by the board under general authority of law. Board rules typically specify operating procedures for the following topics:

- officers
- duties of officers
- removal of officers
- times and location of meetings
- committees of the board
- minutes of the meetings
- availability of records
- definition of a quorum
- compensation and expenses
- powers of the board and trustees
- order of business to be followed
- procedures for making amendments
- rules of order to be followed
- citizen participation

Meetings of the Board

Boards are required by rule (6A-14.243) to meet regularly according to an adopted schedule of meetings. Meetings must be publicized so that the public can attend. Special meetings of the board can be called by the chair, by a majority of the board, or by the president when requested by a majority of the board. A majority of the board membership constitutes a quorum.

Agenda

Agendas for the board meetings are prepared and presented by the president. Each board establishes procedures for preparing agendas. Most colleges disseminate the proposed agenda at least one week prior to the meeting.

Typically, the president generates a packet of information for the board to review prior to the board meeting which contains background information on topics to be addressed in the meeting.

If you have questions concerning the information, you may contact the president in advance of the meeting.

Parliamentary Procedure

A basic set of parliamentary procedures are needed to ensure that action can be taken by the board in an orderly fashion. The procedures should allow all board members to express their views and provide for a full discussion of issues and concerns related to potential board action. Most procedures restrict board action to formal motions on

which discussion is entertained. The chair maintains order by acknowledging members to speak one at a time.

It is accepted for boards to adopt Robert's Rules of Order as the basic parliamentary procedures for board meetings. These rules provide special procedures to be followed by small boards (less than 12 members). Here are examples of special procedures allowed:

- members are not required to obtain the floor before making motions or speaking
- motions need not be seconded
- there is no limit on the number of times members can speak to a question, and motions to close or limit debate generally should not be entertained
- informal discussion of a subject is permitted while no motion is pending
- the chair can speak in discussion without leaving his/her position
- the chair can make motions and vote on all questions

The parliamentary procedures to be followed by the board should be clearly stated so that each board member understands and follows the procedures. New trustees should be given a copy of the adopted procedures and trained in how to use them. Remember, the intent of using parliamentary procedures is to maintain order in the decision-making process, not to stifle or limit open discussion.

Board Committees

Occasions can arise when it may be necessary for community college boards of trustees to establish committees. Many boards have only five members, and no boards have more than nine members. With such small membership, a review by all board members is often feasible. The accountability of all board members increases when all members are fully informed on each decision made.

Forming committees of the board, however, has two advantages:

- reducing the amount of time and energy all board members must spend in studying an issue or problem
- speeding the decision-process by delegating authority for review and critique to a limited number of members

If forming a committee is feasible, there are two types of committees you may wish to establish: standing committees and ad hoc committees. A standing committee is one that is permanently formed with members appointed on a routine basis. An ad hoc committee is one that is formed for a specific purpose and for a limited amount of time. The committee is disbanded when the purpose is accomplished or upon a specified date.

Board Rules and Actions

All board actions must be recorded and documented in the minutes of each meeting. It would be extremely inefficient, however, to have to scour all of the minutes for 30 years of board meetings to determine the current policy on student organizations or employee travel. Therefore, it is helpful to maintain a codified record of all current policies enacted by the board and the date of the action establishing or revising each policy.

This record should be looseleaf to facilitate easy updating when the policies change. It should also contain an index for easy reference and location of policies.

You may also want to include the most recent state laws and regulations as well as documents such as the administrative manual, faculty manual, student handbook, and collective bargaining agreement if your college has one.

Each trustee should maintain a copy of this record. You will need to consult it frequently to understand current policies and the ramifications of proposed changes.

Planning Sessions and Retreats

Planning and goal setting should be an integral part of your role as a trustee. These activities are accomplished most effectively and efficiently when the board can meet for an extended period without interruptions. A planning retreat is an excellent method for ensuring long range planning and increasing communication among trustees, the president, and other close advisors.

Some colleges establish a time and location for an annual planning meeting or retreat lasting at least one day and preferably two days. Some purposes may be to:

- review the mission statement for the college and any new laws or regulations that may affect the course of the college
- review previous goals in the long range plan
- establish new long range goals as needed
- establish annual goals for the next year
- review trustee performance for the previous year using the 24 performance goals listed in your Information Guide
- discuss other topics as needed

Long range and annual planning must be conducted by the board, whether the setting is on campus or at a retreat. The process can be productive by preparing prior to the meeting and approaching the task with a positive attitude.

Annual Self-Evaluation

All boards of trustees should conduct an annual self-evaluation to determine the extent to which they are fulfilling their responsibilities and identify ways to improve their performance. This process can be part of the activities of the board retreat.

Some experts propose that the board self-evaluation be conducted in conjunction with the presidential evaluation so that the process is part of an overall examination of community college governance. The set of 24 performance goals for trustees can be used by the boards to conduct a joint process that examines the effectiveness and efficiency of the policy and decision-making processes for the college.

The State Board of Community Colleges staff have extracted from the laws and regulations a list of the duties and responsibilities of the president. This list may also be of use in organizing and conducting a self-evaluation by the board.

Sunshine Law

All of Florida's governmental agencies, boards, and commissions operate under the Sunshine Law (Chapter 286.011, F.S.). The basic philosophy behind this law is that public business should be conducted openly so that the public can observe and participate in the discussion and voting of public bodies.

According to the Sunshine Law, all meetings at which official acts are to be taken are declared open to the public at all times. No motion, rule, regulation, or final action shall be considered binding except as taken or made at such a meeting. Violations of the Sunshine Law are criminal misdemeanors of the second degree and punishable by law.

Also stated in the law are:

- meetings cannot be held at facilities which discriminate
- minutes of board meetings shall be promptly recorded and be open to public inspection
- notices of meetings and hearings must advise the public that a record is required to appeal
- all board members must vote on any official action unless a member states the nature of a possible conflict of interest
- the vote of each member present shall be recorded

Exceptions to the law allow boards to conduct hearings and discussions on issues of extreme sensitivity or personal privacy (Section 228.093(3), and 447.605, F.S.). The State of Florida Commission on Ethics in Tallahassee is available for further inquiries on the Sunshine Law and on financial disclosure.

As trustees, you have a moral and ethical obligation to honor the Sunshine Law. Florida's Attorney General has stated that, "Open government invigorates a free press, promotes public confidence and participation in government and makes the business of the state the business of the people."

ADDITIONAL INFORMATION SOURCE

Office of the Attorney General. (1986). **Florida's government-in-the-sunshine and public records law manual**. Tallahassee, FL: First Amendment Foundation.

ARTICULATION

Introduction

Almost thirty years ago, the state of Florida made the historic decision to identify the community college as the primary entry point for students seeking a post-secondary education. Subsequently, a strong commitment to assist students in moving through the educational system as rapidly and efficiently as possible while maintaining state standards and criteria of excellence was necessary. The range of processes and relationships established to ensure the efficient and effective movement of students through the state educational system is called **articulation**. Quite complex in nature, articulation permeates all aspects and functions of the educational system in Florida. Articulation may involve the transfer of students from one educational level to another, or the coordination of curriculum efforts among secondary schools, community colleges, vocational schools, and four-year universities. It may involve judging the equivalency of courses offered at post-secondary institutions, or offering students opportunities to advance rapidly through the educational system. Regardless, the overall objective is to provide students with a comprehensive, logically progressive education.

Within the past three decades state efforts have focused on the establishment of a comprehensive course identification and credit transfer system. The result is that today our state of Florida, which is considered to be the leader in the development process, has the most comprehensive articulation system in the nation. Therefore, this article examines the concept of articulation as it chronicles Florida's current status as a national frontrunner in articulation. Also, it describes some of the issues currently being faced and resolved.

As trustees in the community college system, you should be aware of the central role the State Board of Community Colleges (SBCC) and the community colleges themselves play in the articulation process. You too participate in the process as you identify core curricula and approve programs of study. A greater awareness of this process, then, can only serve to strengthen and improve Florida's educational system.

With the emphasis on facilitating the movement of students through the system, we need to examine more closely the composition of the students enrolled in postsecondary institutions.

Community colleges in particular cater to a diverse population. The Florida Community College System served over 873,000 students in 1986-87. Of these, approximately 146,000 were enrolled in the associate in arts (A.A.) degree program and 77,000 in postsecondary vocational programs. No longer do the majority of enrolled students follow the traditional pattern of completing a higher education degree in four years. Compared to the traditional freshmen and sophomores of two decades ago, today's community college students are more likely to be older, employed, and have dependents at home. Also a greater number of students interrupt their education but return at a later date. Over 65% of the students enrolled in community college credit programs are part-time, i.e., taking less than 12 semester hours of credit per term.

A high percentage of these students, however, move on to upper-division public universities and ultimately receive their baccalaureate degree. Each fall, directly following graduation, 9,000 community college students graduating with A.A. degrees enroll in a university. Of the 98,750 upper division university students, 42%, or 41,540, are former community college students holding A.A. or A.S. degrees. If the number of community college students that transfer without an A.A. degree are included, the percentage is well over 50%. Serving the needs of such diverse student groups calls for a smooth transition process across all educational levels.

HISTORICAL PERSPECTIVE

Before discussing this concept further, let's first explore the historical events leading to the establishment of the articulation process. In 1959 the State of Florida maintained four community colleges and three four-year universities. The transfer process primarily consisted of a review of students' transcripts by the receiving postsecondary institution to determine whether the courses listed met its transfer criteria. That year marked the beginning of Florida's movement toward a comprehensive system with the passage of the first articulation agreement. The General Education Agreement guaranteed transfer of all general education courses from a community college to a university and prohibited universities from selectively approving/denying courses for transfer. An additional requirement was a minimum of 36 hours of liberal arts courses for baccalaureate-bound transfer students.

Meanwhile Florida postsecondary institutions skyrocketed both in student volume and in the number of institutions. By 1971 community colleges numbered 28 and public universities expanded to nine. With this number, Florida was able to provide a postsecondary education within commuting distance to all its citizens.

Four public universities, however, were upper-level only and the remaining five severely limited lower-level enrollment. This factor, reflective of state policy established in the 1960's, encourages the majority of Florida's postsecondary students to enroll in community colleges prior to attending the public universities. This policy later became known as the "2 + 2" system.

CURRENT STATUS OF ARTICULATION

With Florida's commitment to community colleges as the entry point for higher education opportunities, the need for a more formalized articulation structure became clear. Thus, in 1971 a new Articulation Agreement, designed specifically for flexibility in meeting the changing needs of the educational system, was promulgated. The Agreement specifies procedures to be followed by all public institutions in transferring students. Basic features of the Agreement, which is still in effect today, are outlined in the following paragraphs.

Articulation Coordinating Committee

As part of this Agreement, an Articulation Coordinating Committee, originally comprised of seven members, was established. Three members each were selected from both the community college and the state university systems, plus one person from the Office of the Commissioner of Education.

This committee is charged with such responsibilities as ensuring implementation of the Agreement, interpreting and recommending amendments to the Agreement, and adjudicating articulation conflicts with institutions and students. Due to the committee's variety and range of responsibilities, membership has increased by seven since 1971 to include three public school representatives, one individual from vocational education, and three students representing the secondary schools, the community college system, and the state university system.

While reaffirming the original Agreement, the 1971 Agreement targeted the Associate in Arts degree as the primary transfer degree. Additionally, common college transcripts for postsecondary Florida institutions were approved for easier evaluation of transfer students. Universities were also required to list the major course requirements for transfer students as well as other admissions requirements in the university course catalog.

Common Course Numbering System

In 1973 the legislature mandated the establishment of the Common Course Numbering System (CCNS) to facilitate the evaluation of transfer credit. All college credit courses offered by a Florida public postsecondary institution are listed in the CCNS. To determine course number equivalency, task forces, comprised of community college and university faculty in all disciplines, met to cull through all the courses offered in the two systems. Over 40,000 courses were reviewed and assigned numbers. In the early 1980's the CCNS expanded to include vocational/occupational courses. The CCNS system, thus, not only guarantees transfer credit for all listed courses, but also provides a major database of information useful in curriculum planning and evaluation.

Limited Access Programs

Although the Agreement guarantees admission to the State University System for students graduating with an A.A. degree, it does not necessarily guarantee admittance to the university of their choice or into a specific upper division instructional program. University programs experiencing faculty or physical facility limitations may be unable to admit all the students who may apply. To prevent discriminatory practices in the competition for available space, the Board of Regents examines the criteria used for admission to these limited access programs. These programs undergo an additional review during the five-year cyclical Program Review Process.

Articulation Officers

Perhaps one of the most important aspects of the Agreement was the creation of university Articulation Officers. These officers serve as liaisons between their institutions and the community colleges to ensure that articulation is indeed occurring. University articulation officers have been instrumental not only in facilitating implementation of the Agreement but also in providing advisement and counseling services to transfer students. Specifically, these officers were active in the development and publication of counseling manuals designed to assist community college counselors with transfer information. These manuals contain a listing of all programs, their admission requirements, and the courses required at both the lower and upper levels to complete a degree program. These articulation officers' efforts on behalf of transfer students have helped place Florida's system in high regard across the nation.

In 1987 the State Board of Community Colleges created an equivalent position at the community college level. Although their specific duties are not mandated, it is anticipated that the responsibilities of the community college articulation officers will parallel that of their university counterparts. Certainly these officers are key to the continued success of the 2 + 2 system.

Articulated Acceleration

Part of accommodating students' educational goals is offering them opportunities to advance rapidly through the system. To this end, mechanisms are now in place to accelerate the articulation process beginning at the secondary school level and proceeding upward through the system. Five articulated acceleration methods have evolved and are examined on the next page:

- Dual Enrollment
- Advanced Placement
- The International Baccalaureate (IB) Program
- Early Admission
- College-Level Examination Program (CLEP) and the Proficiency Examination Program (PEP).

Dual Enrollment

Working in conjunction with local community colleges, high schools offer their students the opportunity to take postsecondary courses and to receive both high school and community college credit. These courses are either taught by high school faculty serving as adjunct community college instructors, or by community college faculty.

Advanced Placement

Advanced courses, significantly more difficult than regular high school courses, are offered at the high school. Upon course completion, students may take a nationally-standardized Advanced Placement test in that subject area. With a score of three (3) or higher on a scale of 1 through 5, the student receives postsecondary credit.

The International Baccalaureate (IB) Program

The International Baccalaureate (IB) Program is a challenging comprehensive curriculum providing both instruction and assessment to enrolled high school students. In addition to these "advanced placement type" classes, students research specific subject areas and become involved in creative or aesthetic experiences, or social service activities. Under consideration is the award of 30 semester hours of postsecondary credit to those students achieving a score of five or higher on the IB diploma program exams. Postsecondary credits also may be awarded to students not receiving a diploma but scoring five or above in a specific subject area.

Early Admission

Similar to dual enrollment, early admission allows students to enroll as community college students during the final one or two semesters prior to high school graduation. Successful completion of courses gives them credit for high school as well as toward an A.A. or baccalaureate degree.

The College-Level Examination Program (CLEP) and the Proficiency Examination Program (PEP)

CLEP and PEP, administered respectively by the College Board and the American College Testing Program, are nearly identical in concept and implementation. Both provide postsecondary credit by subject for students scoring in the 50th percentile or above on these nationally-standardized subject tests. The differences between the two are the subject areas tested: there is minimal duplication of testing efforts between these two programs.

Testing

Prior to entering a Florida community college or four-year university, high school graduates are tested to determine their academic readiness in communications and computation. Should they prove lacking in any area, they are required to take college preparatory or remedial courses before proceeding into college credit classes. Such courses are provided almost entirely by the community colleges. Additionally, postsecondary students must take the College Level Academic Skills Test (CLAST) in order to receive their Associate in Arts degree or to advance to upper-level university courses. CLAST serves as a measure of the System's success in teaching basic postsecondary computational and communications skills. Test results are returned to the students' institutions, enabling administrators to target and correct curriculum problems.

Program Review Process

A second gauge of community college student success is a comparison between their upper-level university academic success and that of native university students. This is accomplished through the Program Review Process. Mandated by the Florida legislature, this process was established by the State Board of Community Colleges in 1986-87. This process ensures that the community college curriculum for the A.A. degree is of

comparable rigor to that of the lower level of the university system. The Program Review Process consists of three successive levels of review.

Level I

The SBCC generates data comparing upper-level university performance by community college transfers with that of "native" university students attending four-year institutions beginning in their freshmen year. Performance data collected include:

- grade point averages (GPAs)
- percentage of students performing above a "B" or below a "C" average
- the average number of credit hours taken by these two student groups in order to graduate
- percentage of students suspended for academic reasons
- percentage of graduates

Both the community colleges and the universities receive reports of this performance data which are used as a basis for determining which faculty groups should meet to discuss articulation matters. The Level I data are used, then, as a basis for more in-depth Level II articulation activities.

Level II

Annually during the established five-year review cycle, each community college reviews the targeted courses and programs within the college (based on Level I data). This information is used to determine whether curriculum standards require upward adjustment in rigor.

Level III

Level III review is a five-year summative effort conducted by the SBCC. The analysis of the results of Levels I and II reviews will be used to determine the vitality and health of the A.A. degree statewide in fulfilling its mission as a transfer degree and as a terminal degree for students not choosing to continue in the university system.

Faculty-to-Faculty Articulation

The new Program Review Process has already proven successful in stimulating communication and cooperation between the community college and university systems. Even more efforts, however, are necessary to ensure that students are prepared to meet university-level standards and requirements in an efficient manner. Maintaining uniformly high educational standards at all levels is paramount. At the heart of articulation improvement efforts then is **faculty-to-faculty articulation.** Faculty representing each level, secondary to postgraduate, interact, primarily through conferences, to examine pertinent academic issues. Of major concern are the differences in difficulty and in quality among common-numbered courses. Refinements are suggested to make transfer more equitable. Another concern involves seeking methods of providing a smooth transition between academic levels of the same discipline. To this end, faculty of the same discipline discuss ways of building upon knowledge, thus avoiding duplication of effort among courses in different institutions.

To ensure this interaction, community colleges are required to report annually on what faculty-to-faculty conferences were held as well as what was accomplished. A measure of the success of these efforts is the degree to which transfer students perform successfully compared to other third-year university students. According to the Program Review results, community college transfer students perform on par with native university enrollees. The data indicate that teaching excellence at lower postsecondary levels is comparable for both the community college and the university systems.

Vocational Education

The high demand for training in technological fields (e.g., computer programming, nursing, and electronics) coupled with the need for management skills in these areas has prompted Florida educational administrators to work toward creating a career ladder transfer structure for vocational students. Thus, students with an Associate in Science (A.S.) degree may continue their education and

enroll in one of the many available four-year degree programs after completing their technical education at a vocational center and/or community college.

In the 1988 Master Plan, the State Board of Community Colleges has affirmed a Florida statute that community colleges are to respond to community needs for postsecondary academic and vocational training (Section 240.301(2), F.S.). Presently there are three types of certification for vocational/occupational programs: the A.S. degree, the postsecondary college credit certificate, and the postsecondary adult vocational certificate. Some local agreements already exist between community colleges and vocational education centers to provide a smooth transition from the centers to A.S. programs. These agreements make it possible for vocational students to transfer with a minimum loss of credit.

Using Advanced Technology for Student Services

Florida has made great strides in utilizing advanced technology to help with articulation and counseling and advisement services. A major statewide development is the use of a computer network, called the Florida Information Resource Network (FIRN), to transmit student data electronically between all the educational levels. An electronic common transcript is being developed as well. Currently all Florida public school districts, universities, and the 28 community colleges are on the system.

Postsecondary student advisement services have been enhanced in recent years by two computerized information systems: SOLAR and SASS. These systems, the result of a legislative mandate, provide advisement and articulation information tailored to individual student needs. Their potential for improved guidance and articulation is vast.

SOLAR

At the community college level, the new statewide computer-assisted program being developed by the State Board of Community Colleges is referred to as Student On-line Advisement and Articulation (SOLAR). Available in 1988 on a limited basis to students, faculty and administrators, SOLAR will provide three categories of information upon full implementation. These categories are:

- general admission requirements and information
- course and admission requirements for a major
- the transfer process

Through SOLAR, students may compare the courses different schools require for a specific major. Additionally, the system contains requirements for admission, general education, for courses necessary to complete a specific program of study, and minimum GPA. Valuable information including acceleration programs, deadline dates for admissions as well as financial aid, and transferral procedures are at the students' fingertips. Helpful hints on such topics as "how-to-apply" and the benefits of transferring with an A.A. degree are typically included. Of particular benefit to students is the system's capability of identifying prerequisites and admission requirements for limited access programs. SOLAR will be fully operational in 1989 and is currently accessible at over 250 computer centers, located in high schools, community colleges and public universities throughout Florida.

SASS

The Student Academic Support System (SASS), an information system at the university level, enables students to develop a specific course plan to achieve their major objective. It is integrated with the school's registration system to enable them to target the most efficient way through the system to their goals.

CHALLENGES IN FLORIDA'S FUTURE

As with any complex system, there exist challenges which may require further shaping in the future. The 1988 State Board of Community Colleges Master Plan identifies some of the challenges posed by articulation. The SBCC will develop strategic plans that respond to these issues. Some of these challenges include:

- to continue to strengthen the transfer process across all levels of education
- to continue to support open access for students, providing appropriate assessment and proper placement and support
- to establish coordinated student services programs to support the students' total educational experience
- to ensure that equal access and equal opportunity are maintained and strengthened

These challenges pose concerns of major consequences to community colleges. However, planning for the future of these issues is already underway.

CONCLUSION

Florida's educational system has come a long way in the past thirty years. Few states have taken the initiatives Florida has in providing the systems and programs required to facilitate student movement through the postsecondary system. The State Board of Community Colleges continues to play an integral part in the development, implementation and refinement of the Systems' processes.

By your understanding of articulation in Florida, you as trustees can provide leadership in its development and refinement in your community college and the Community College System. Specifically, with your responsibilities for curricula development and program approval, you can ensure that a logical progression of courses exists within the educational system and that needed policies are implemented. To assist you with community queries and concerns dealing with articulation issues, articulation officers are available at your community college for consultation. A listing of the current articulation officers for the community colleges is available upon request from the Division of Community Colleges. As a trustee, you can play a major role in the community college's impact on the articulation processes.

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An Information Guide

TRUSTEE ETHICS

HISTORICAL PERSPECTIVE

In the past community college trustees were responsible solely for making policy. Of paramount importance was the almost absolute separation between the board making policy and the administrator implementing policy. Beyond hiring and evaluating the chief administrators, the trustees could handle most of their responsibilities at the regularly scheduled board meeting.

In recent years changing circumstances have altered the traditional role of the community college trustee. Due to social, political, and economic developments, trustees now are thrust into a broader range of activity. It is of vital importance, then, for the trustee to act individually and collectively in helping the college achieve its objectives without breaching the ethics of boardmembership.

IMPORTANCE OF ETHICAL BEHAVIOR FOR TRUSTEES

Issues addressed in this module will provide you with greater insight into the sensitivity the trustee must constantly exercise to avoid a breach of ethics. The importance of the topic of trustee ethics cannot be underestimated. Trustees acting ethically and legally can greatly enhance the quality of community college governance. Community college trustees must place the interests of the students, staff, and general public ahead of their own personal interest and the interests of any special interest groups that they may support.

CONSIDERATION OF ETHICAL ISSUES

Eight sensitive areas of concern to trustees will be presented more fully in the following sections. The ethical issues to be addressed in this module include:

- managing conflicts of interest
- handling special interest groups
- using appropriate channels
- appropriate conduct at board meetings
- exercising authority as an individual trustee
- exercising authority as a member of the board
- handling of adminstrative matters
- expense accounts

DEFINING THE ROLE OF THE TRUSTEE AS A BOARD MEMBER

Explaining some basic terminology should help clarify the trustee's role as a board member. The Dictionary of Education describes a **governing board** as a body which "constitutes in its collective entity a juristic person holding in a trust the property and endowment funds of the institution." As a "juristic person", a fictional person created by law, the board of trustees can legally function only as a group. Individual acts of a trustee in relation to college matters, on the other hand, are considered as those of a private citizen and are to be handled with extreme care during a member's term of office.

ETHICS AND ETHICAL BEHAVIOR DEFINED

Distinguishing between acting in an official capacity as a collective board member and acting as an individual seeking to promote the college involves ethics. **Ethics** are defined in the Dictionary of Education as dealing with not only the rightness and wrongness of actions but also with "judgments of obligation" or the "oughtness" of behavior. Therefore, to be ethical would be to behave in accordance with the established moral standards of conduct. It is apparent that standards may vary in different locations of the United States and with each individual's lifestyle and set of values.

MANAGING CONFLICTS OF INTEREST

Perhaps one of the most sensitive ethical issues facing trustees is learning to deal with conflicts of interest. A conflict may arise whenever a community college trustee has or represents interests that could compete with those of the institution that the trustee serves. Conflicts of interest relate not only to the individual trustee, but also to his or her family and associates. The trustee who avoids doing business with the college or having the college do business with a relative, friend, or a company in which the trustee, relative, or friend is an owner, officer, employee, or director is dealing effectively with this sensitive issue. A candidate for board membership should announce plans to divest himself or herself of any areas where a conflict of interest could occur as early as possible.

Another area requiring special handling by the trustee can occur during the hiring of an employee by the college. A trustee is encouraged to provide information about a prospective employee to the administration for its consideration in the decision-making process. No attempt to influence the hiring decision should occur, however, unless the trustee sincerely believes hiring a particular candidate is not in the best interest of the college.

Employment of trustees or their family by a community college is one of the most common forms of conflict of interest. It is legal, however, for a college to employ a spouse, child, or other relative of a trustee. The difficulty of maintaining an objective, hands off attitude in financial or business matters that will personally benefit a spouse or relative is apparent. It is possible to do so, however. For example, one physician board member provided stress management workshops for college personnel and nursing classes with the full knowledge and approval of the board of trustees because he was the most qualified person on the subject for his college district and because he freely donated his services.

In managing conflicts of interest, it is possible to avoid a breach of ethics, but the pressures of a potential conflict are great. Merely abstaining on a vote to do business with oneself or to hire a friend or relative may comply with the strict interpretation of the law; however, such practice may lead to poor public relations with the taxpayer citizens and to an erosion of standards. Abstention from a vote does not relieve the pressure that may inhibit the votes of the other board members. Awareness of the sensitivity and the legalities of this issue can aid the trustee in avoiding this serious situation.

HANDLING SPECIAL INTEREST GROUPS

Trustees often are confronted with issues supported by special interest groups. Special interest groups may include unions, economic groups, geographical areas, racial groups, and political parties. Many trustees are appointed because of the support of one or more special interest group(s). Once appointed, however, the trustee must remember that the first and foremost obligation of every trustee is to represent the general interests of the college district or service area. This includes the interests of all citizens. By nature of the position, trustees are expected to represent the community's condition, needs, and aspirations to the college. At the same time, they are to communicate the mission and needs of the college to the public. To do so, trustees must act only on the basis of what is in the best interests of the college and community. Determining which actions must be taken in order to remain fair and impartial will vary among trustees.

USING APPROPRIATE CHANNELS

It is of utmost importance for trustees to use proper channels in handling grievances of students, staff, or citizens. Trustees have the legal right to give direction to only one employee - the president of the community college. Unless specifically referred by the chief administrator, contacts with college administrators, other than the president, and with faculty members should be somewhat limited.

Complaints made to any trustee should be referred directly to the appropriate administrator or to the president. Every community college has, or should have, policies to redress grievances of students, employees, or citizens. If complainants do not receive a satisfactory resolution, they are entitled to bring the grievance before the full board of trustees. Only when all administrative remedies have failed can the grievances be brought to the board. The complainant must provide evidence to establish that the complaint is legitimate and the administration did not resolve it properly. Trustees, then, should not be involved in resolving grievances except as a last resort.

APPROPRIATE CONDUCT AT BOARD MEETINGS

Having the right motives

Trustee statements or actions should reflect the best interests of the college and community. To do this, trustee statements and actions should be honest, forthright, and open. Trustees should strive for board unity in promoting the best interests of the community college to the public. Trustee professionalism and ethics infer having the right motives in serving the college and community.

Keeping the board members informed

Trustees are responsible for keeping the president, designated administrators, and other members of the board informed of any topic they wish to discuss at the board meeting. Topics of discussion are to be placed on an agenda. The trustee should inform either the president or the board chair of any citizen complaint made directly to him/her. The President and other board members are likewise responsible for maintaining an open, cooperative environment and promoting a free exchange of information at the board meetings.

Maintaining confidentiality

An important aspect of trustee professionalism is maintaining confidentiality concerning sensitive issues discussed at board meetings. To consider certain items as confidential and treat them so is very important. Most of what the board does is public record. Certain items discussed in a closed executive session should be considered confidential, however, until there is a need for public disclosure. Violating confidentiality occurs when a trustee discloses information that transpires at a closed session of the board - either informs the union of the collective bargaining strategies and positions

that were developed at the session or immediately leaks this information to the news media. The only circumstances at which disclosure of confidential information is proper include where it is necessary to prevent substantial harm or the information involves illegal conduct.

Consideration for other's opinions

An important consideration in maintaining harmonious operations is the matter of regard for your fellow board members' opinions and those of others in the constituency. Remaining courteous and open-minded and treating others with honesty, decency, and mutual respect are extremely important. Avoiding bitter arguments and using courteous nonsexist language at board meetings can help create an atmosphere for solving problems, building board unity, and enhancing the esteem of the board or college.

EXERCISING AUTHORITY AS AN INDIVIDUAL TRUSTEE

Trustees are selected because of their prominence and involvement in the community and their success in their chosen field. Often they may lose sight of the fact that individual trustees have no authority. Individual trustees cannot give direction to anyone or make any decision on behalf of the college. An individual trustee has no right to ask for a legal opinion from the college attorney or demand information from the president or other administrators.

Carrying out the legal, ethical, and moral obligations of the corporate body requires a sincere desire on the part of the trustee to provide a public service to others. This also implies acceptance of the:

- philosophy and concept of the community college movement
- legal and fiscal responsibilities as defined by the state statutes and State Board of Education rules
- time to discharge duties other than regular trustee board meetings (i.e., trustee training and orientation sessions, special meetings)
- legislative needs and willingness to participate in legislative action
- role of the trustee as a policy-maker and not as an administrator

EXERCISING AUTHORITY AS A MEMBER OF THE BOARD

Trustees bring quality professional experience into their new roles as board members. There is, however, a great deal about the individual community college they serve that they may need to learn. Learning to be a good trustee requires a lot of time, effort, and thought. When the trustee has a specialty, he or she can help the board to know what questions to ask, define the issues, explain the language, and suggest a basis for judgment. The trustee must stop short of giving a legal opinion or performing an audit.

All decisions made by boards of trustees are decided by a vote of the total board in a public meeting. Away from the board table, each trustee speaks only as an individual and cannot make commitments for the board as a whole. Board members differ in personality, motivation, knowledge, attitude, experience, background, community stature, and capability. How can such a diverse group achieve board unity? Board unity occurs when well-qualified, highly motivated board members observe a code of ethics and work together with a competent administrator.

Where there are differences of opinion, trustees should ask if their position is in the best interest of the college and the community. Disagreements can expose alternatives, stimulate the imagination, and lead to creative solutions. Remaining open and respecting other member's viewpoints are necessary to reach a consensus of opinion. Once a policy or position has been decided by the board, a trustee must be prepared to support it.

Being a good board member requires the ability to function as part of a team. The key to success is for each trustee to function as part of a carefully orchestrated plan worked out cooperatively with the chief administrator and the other board members. When trustees articulate the priorities and messages of the community college in a consistent, unified manner, the college's position is strengthened. On the other hand, trying to be better than the team has no place in trusteeship.

HANDLING OF ADMINISTRATIVE MATTERS

One of the most sensitive areas facing trustees is learning to handle administrative matters. Problems can occur when trustees do not fully understand their responsibilities in relationship to those of the president and professional staff. Board retreats with an outside resource person and trustee training can be utilized to inform trustees of their responsibilities.

Part of trusteeship involves working closely with the president of the college. Trustees play an extremely important supportive role to the chief administrator. Some well-meaning trustees, however, do become involved in administrative matters. Although well-intentioned, these trustees are performing acts that are both harmful to the college and to the office of the president.

If the majority of the board continually disagree with the recommendations of the president, a change in leadership may be necessary. The board should never allow itself to become involved in the administration of an institution because it lacks faith in the president.

EXPENSE ACCOUNTS

It is extremely important that trustees accurately account for their expenses. Trustees should be familiar with appropriate reimbursement criteria and procedures. Trustees must be scrupulous about any expenses for which they are reimbursed by the college. Two questions to ask yourself are:

- Is it a legitimate, direct, reasonable, and authorized expense of my trusteeship?
- Would I mind seeing it on the front page of the paper?

If either the first answer is "no" or the second "yes", maybe it ought not be submitted for reimbursement.

CONSEQUENCES OF UNETHICAL CONDUCT

A Board upon occasion may find it necessary to deal with ethical problems relative to a single trustee. This is the proper role of the board chair unless the problem happens to be that person. Learning about trustee responsibilities in a fundamental way can prevent ethical problems.

A trustee, however, who frequently cannot support positions or policies decided by the board should consider resigning his or her position. If one board member makes conflicting requests to a legislator or independently pursues a pet project, he or she is jeopardizing the position of the college. Furthermore, a trustee whose service is hindered by a conflict of interest should also consider resignation or choose not to serve another term.

CONCLUSION

Eight critical areas have been examined in relation to trustees' personal ethics. With the traditional role of the trustee changing, the topics addressed are among those identified by trustees who are concerned about being able to perform in a manner befitting the trust they hold. Through a higher level of sensitivity, a deeper sense of awareness, and a broader base of understanding, trustees and presidents may cooperatively guide our community colleges

into the twenty-first century and achieve greater levels of success and effectiveness.

CALL FOR MEETING OF TRUSTEES TO DISCUSS ETHICS AND BEHAVIOR

A board of trustees could profit from meeting as a group to determine what constitutes ethics and ethical behavior to this particular board. Topics to be considered by the board would include:

- specific situations involving ethical behavior
- various ways in which trustees may abuse the trust invested in them
- possible mechanisms for avoiding problems
- state laws pertaining to the duties of a college trustee and to all elected and appointed public servants
- methods of developing better board relations and improving board meetings

TEN TRUISMS OF TRUSTEESHIP

Trustees should:

- exercise authority only as a board
- use appropriate channels
- maintain confidentiality
- appropriately handle transactions with special interest groups
- respect the opinions of other board members
- deal openly with issues
- handle properly conflicts of interest
- have the right motives
- promote the best interests of the college and community
- handle administrative matters appropriately

CODE OF ETHICS

The Association of Community College Trustees has published a "Code of Ethics" which may be appropriate for you. These ten items may be helpful as you think about fulfilling your role on a community college board.

TRUSTEE ETHICS*

Potter (1986, p. 32) provides a copy of the ACCT "Code of Ethics."

- To devote time, thought, and study to the duties and responsibilities of a community college board member that I may render effective and creditable service.
- To work with my fellow board members in a spirit of harmony and cooperation in spite of differences of opinion that arise during vigorous debates of points of issue.
- To base my personal decision upon all available facts in each situation; to vote my honest conviction in every case, unswayed by partisan bias of any kind; therefore, to abide by and uphold the final majority decision of the board.
- To remember at all times that as an individual I have no legal authority outside the meetings of the board, and to conduct my relationships with the community college staff, the local citizenry, and all media of the community on the basis of this fact.
- To resist every temptation and outside pressure to use my position as a community college board member to benefit myself or any other individual or agency apart from the total interest of the community college district.
- To recognize that it is as important for the board to understand and evaluate

the educational program of the community college as it is to plan for the business of college operation.

- To bear in mind under all circumstances that the primary function of the board is to establish the policies by which the community college is to be administered.
- To welcome and encourage active cooperation by citizens, organizations, and the media of communication in the district with respect to establishing policy on current college operation and proposed future developments.
- To support the state and national community college trustees association.
- Finally, to strive step by step toward ideal conditions for the most effective community college board service to my community, in a spirit of teamwork and devotion to public education as the greatest instrument for the preservation and the perpetuation of our representative democracy.

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An Information Guide

REVIEWING INSTRUCTIONAL PROGRAMS

INTRODUCTION

In describing the purpose and mission of postsecondary education, the Florida Legislature states that it is "in the public interest to provide a system of higher education which is of the highest possible quality [and] enables students of all ages, backgrounds, and levels of income to participate in the search for knowledge and individual development..." (Section 240.105, F.S.). The Master Plan for the Florida Community College System identifies policies for community colleges which emphasize quality educational programs, efficiency and cost effectiveness, and accessibility to meet the varied needs of Florida's citizens.

Community colleges serve adult students from all walks of life by offering a wide range of programs and services. The heart of the community college is the full range of programs and services provided to Florida citizens. As a trustee, you are responsible for ensuring the highest quality of educational programs and services.

To fulfill your responsibilities, you must understand the composition of good educational programs and the role of trustees in conducting reviews of educational programs. This module contains some essential information on the program review process as well as helpful hints on how you can assist the board in conducting program reviews efficiently and effectively. Before you read this brochure, review again the "Community College Trustees: Powers and Responsibilities" section of the Information Guide.

LEGAL REQUIREMENTS FOR PROGRAMS

Community colleges are authorized by law to offer four types of instructional programs:

- freshman and sophomore level education parallel to that commonly offered in the state universities
- occupational education often referred to as vocational/technical education
- courses and programs of adult continuing education and community instructional services
- college and vocational preparatory courses

Florida Statutes (Section 240.301, F.S.) describe the primary mission and responsibility of public community colleges as responding to community needs for postsecondary advanced and professional educa-

tion and postsecondary vocational education. The mission and responsibility include being responsible for:

- providing lower level undergraduate, university parallel instruction and awarding associate degrees
- preparing students directly for vocations requiring less than baccalaureate degrees - e.g., preparing for job entry, supplementing skills and knowledge, and responding to needs in new areas of technology

Vocational education in the community college consists of programs leading to an associate in science degree and other programs in fields requiring substantial academic work, background, or qualifications.

A separate and secondary role for community colleges includes the offering of programs in:

- community educational services or community instructional services which are not directly related to academic or occupational advancement
- adult precollege education, when authorized
- recreational and leisure services

Postsecondary academic and vocational education programs and adult precollege education programs, when assigned to community colleges, shall have first priority in community college funding.

Section 240.319, F.S. also states that "each board of trustees has responsibility for the establishment and discontinuance of program and course offerings; provision for instructional and noninstructional community services, location of classes, and services provided; and dissemination of information concerning such programs and services." As a trustee, you should be very familiar with the programs and services offered by your college and review them routinely to ensure good quality instruction.

Awarding Credit

Credit is a unit of measure assigned to courses or course equivalent learning which indicates to the students, the colleges, and employers how much learning has been completed. There are three types of credit awarded to students by community colleges: college credit, preparatory credit, and vocational credit.

Generally, the number of hours a course meets during a semester determines the number of credits awarded for the course. One (1) college credit or college preparatory credit is based on the learning expected from the equivalent of 15 fifty-minute periods of classroom instruction. A class meeting is commonly referred to as a contact hour. In addition to contact hours, the number of credits earned for a course is determined by such things as laboratory instruction, individualized study, internships, and clinical experience. Only college credit can be applied to a degree.

One (1) vocational credit is based on the learning expected from the equivalent of 30 hours of instruction. In some subject areas, completion of a course may be based on a student demonstrating competency of listed course objectives, regardless of the amount of time required. This type of course is commonly referred to as a competency-based course. Vocational credit can be applied to certificate level work only.

Frequently, courses are organized into defined and approved programs or clusters of courses. Students completing these programs may receive degrees and certificates from the colleges.

Awarding Degrees

There are four types of degrees, certificates, and diplomas that community colleges are authorized to award (6A-14.30, FAC).

These awards are:

Associate in arts (AA) degree: awarded to students completing baccalaureate programs of courses for freshmen and sophomores. The

courses are classified as advanced and professional courses. Requirements for the AA degree include 60 college credits. The required courses include communications, humanities, mathematics, sciences, social sciences, and personal development.

Associate in science (AS) degree: awarded to students completing programs of college level courses designed to prepare them for entry into employment. The courses are classified as advanced and professional courses or postsecondary vocational courses. The program cannot include courses classified as postsecondary adult vocational courses. Requirements for the AS degree include 60 college credits. Examples of subject areas for AS degrees are dental hygiene, law enforcement, and electronic technology.

Vocational certificate: awarded to students completing noncollege level courses to prepare them for entry into employment. Community colleges with a department designated as an area vocational education school offer this certificate. The courses are classified as postsecondary adult vocational courses. The unit of measure for determining an award is a vocational credit. Each program has different unit credit requirements for completion and award of the certificate. Examples of subject areas for certificates are medical transcription and word processing.

High school diploma: awarded to students completing noncredit courses of adult basic and secondary instruction leading to a diploma. Only community colleges having adult high schools award high school diplomas. Requirements for award are the same as for high schools in Florida.

Other types of instruction that community colleges can provide include:

Supplemental instruction: noncredit vocational instruction tailored to individual needs of students and designed to improve job performance.

College and vocational preparatory instruction: instruction designed either for vocational or college credit courses. College preparatory courses are designed for students who are high school graduates to remedy their academic deficiencies in the basic skills areas of reading, writing, and mathematics. College preparatory students must eliminate these deficiencies before being permitted to take college credit courses in the areas related to basic skills. Vocational preparatory students must complete remediation before completing their program. The unit of measure is a college preparatory credit.

Citizenship instruction: courses designed to help people understand, cope with, and solve significant community problems. Credit is not awarded for these courses.

Recreational and leisure time instruction: courses designed to develop recreational leisure time skills. Credit is not awarded for these courses.

Articulation

One of the goals in Florida education is to ensure student progression to higher levels of instruction with a minimum of duplication and maximum credit for previous lower level instruction. Articulation is the term used to describe the smooth transition of students upward through the educational system.

Unless required to take college preparatory instruction, students can enter community college credit courses after obtaining a high school diploma or by taking the General Education Development (GED) test certifying mastery of skills equivalent to a high school diploma. Students awarded an AA degree from a Florida community college must be admitted to state universities in Florida with their earned credit fully protected. These requirements are specified in the state Articulation Agreement (6A-10.24, FAC). Note, however, that recent accountability legislation requires students entering the upper divisions of the State University System to pass the College Level Academic Skills Test (CLAST) and complete prescribed English and mathematics credits under the so-called Gordon Rule.

Universities and boards of trustees of the Community Colleges identify their core curricula, including those courses required by the State Board of Education. This curricula is coordinated with secondary schools to prepare students for college level work (Section 240.115, F.S). The Articulation Agreement further states procedures to be followed in transferring students by all public:

- community colleges
- universities
- school districts
- area vocational centers

Another way in which articulation is encouraged in Florida is the common course designation and numbering system. With this system, equivalent courses taught at all community colleges, universities, and vocational centers are assigned the same course code. When students transfer to another public postsecondary institution, they receive credit automatically for previous courses passed. To be eligible for this credit, the course must be offered at the new institution and must be judged equivalent in the common course numbering system.

The Agreement also establishes an Articulation Coordinating Committee at the state level to facilitate articulation and address any student or institutional articulation problems.

Regional Coordinating Councils

Articulation is also facilitated by the Regional Coordinating Councils. By law (Chapter 228.074, F.S.), each community college district must have a coordinating council for vocational education, adult general education, and community instructional services. The purposes of the council are to review these instructional programs, encourage the development of new courses or programs that may be needed, and to avoid unwarranted duplications in programs offered. The council is composed of:

- representatives from the business and lay community
- school district superintendents
- school district directors of vocational education and adult general education
- the community college president
- community college deans or directors of vocational education and community instructional services
- others as specified by rule

Acceleration Programs

Community colleges encourage students to complete their programs of study in a time frame commensurate with their ability to demonstrate competence. Enriched funding from the state encourages participation in acceleration programs and reflects the state's interest in acceleration opportunities for talented students. Students may accelerate their progress through programs by five methods described in 6A-14.31, FAC.

One method of acceleration for students is to demonstrate the required knowledge, skills, and competence through standardized institutional, or departmental tests. A second method is satisfactory performance on the Advanced Placement Programs of the College Entrance Examination Board (CEEB) or on the College Level Examination Program (CLEP) test.

A third acceleration method is called dual enrollment. A high school student enrolls in community college courses and receives both high school and college credit while still in high school. If the course does not meet high school graduation requirements, it may be applied to college degree requirements. A fourth method is to demonstrate competence achieved through experiential learning. A fifth acceleration method is early admission into community colleges; before high school graduation. Any combination of these methods may be used by community colleges to award up to 25% of the program requirements for students, exclusive of transfer credit.

Placement and Follow-up Programs

Community colleges are required by rule (6A-14.55, FAC) to provide placement services to assist graduates and early leavers

in finding jobs or enrolling for further education. Community colleges also are required to conduct follow-up studies to see how well their former students perform in further education or employment. The intent of the legislation is to provide community colleges with ongoing information on which to base their plans for improvement.

Out-of-District Programs

Community colleges may also offer programs that are located out of the district or in a foreign country. These programs must meet criteria established by the State Board of Community Colleges. Trustees review and approve these programs and then submit them for approval by the SBCC.

CHARACTERISTICS OF GOOD INSTRUCTIONAL PROGRAMS

As noted, community colleges offer instructional programs that reflect a wide range of credit and noncredit courses. The content and student characteristics in these programs vary considerably. There are some principles, however, that apply to any good instructional program. As a trustee, you are responsible for the quality of the instructional programs and faculty at the college. If the programs are designed and taught well, you should review the results including appropriate statistical outcomes collected and presented by the college staff. This information is presented as part of the program review process which is discussed in the next section.

According to instructional systems theory, there are six components of a good instructional program:

- needs assessment
- instructional objectives
- instructional content
- presentation of the instruction
- assessment of mastery
- revision based on learner use

Needs assessments should be conducted for all instructional programs to determine the necessity for offering the program and to tailor the content to the needs of the students. State Board Rules (6A-14.247, FAC) state that each board of trustees shall identify the educational needs of the district, and that these identified needs shall serve as the basis for developing and adopting a college program for the entire district and for operating the college.

Instructional objectives for the course should be derived from the needs assessment. Objectives, which are to be stated in measurable terms, should explicitly describe the skills, knowledge, level of competence or proficiency expected, and attitudes students are expected to demonstrate upon completion of the course.

Assessment or tests should parallel the objectives for the course and be consistent with the content provided in the course. Assessments should be appropriate for the type of skill or knowledge being taught. For instance, assessment of vocational skills should include demonstrations of the skills, not just a paper and pencil test.

Presentation of instruction should be adapted to the students' educational levels to best facilitate student comprehension of the instructional objectives and content. Utilizing a variety of instructional strategies and media, not just a lecture mode, to convey each topic can facilitate learning.

Revisions based on student use should be conducted routinely for the instructional program. Students provide the best information to use in modifying and adapting courses to meet their needs. Instructors should ask students for feedback on the course and use the information to make changes.

PROGRAM REVIEW PROCESS

Many components combine to make high quality community college programs. The periodic review or evaluation of programs helps to insure such quality. You are an important participant in the program review process. As a trustee, you will review information on

program outcomes and make one of four decisions:

- create a new program
- enhance the current program
- leave the program unchanged
- terminate the program

As part of the emphasis of the legislature on quality educational programs, the State Board of Community Colleges (SBCC) is required to conduct reviews of all community college instructional programs at least once every five years (Sections 240.147 and 240.031, F.S. and 6A-0.39, FAC). To accomplish this purpose, the SBCC developed the program review process with the assistance of community college academic leadership. This process incorporates the five-year cycle reviews of vocational programs conducted by the Division of Vocational, Adult, and Community Education (DVACE) and complements the five-year cycle review by the Board of Regents (BOR). The DVACE reviews, conducted by the DVACE regional office staff, follow a set of ten criteria. The DVACE process is essentially a program self-study designed to identify needs for program revisions.

The three-level SBCC program review process relies heavily on an annual review and analysis of information on program performance. It is the basis for more in-depth institutional and statewide reviews. The process emphasizes local college responsibility to review programs needing significant management decisions. The SBCC assumes responsibility for assuring that local reviews are being conducted and for reviewing statewide programs where there are endemic policy problems or funding issues of concern to the whole system.

All community colleges participate in the program review process. As a trustee, you should:

- understand your role in the process
- be able to interpret statistical reports provided by SBCC staff to your college
- take action based on recommendations stemming from the reviews

Three Levels in Program Review System

There are three levels in the SBCC program review process corresponding to three successive levels of review.

- Level I - annual production by the SBCC of a display of data pertinent to each instructional program approved by trustees

- Level II - comprehensive review by community colleges of selected programs based on Level I results and other factors, including the results of DVACE reviews

- Level III - statewide review by SBCC of selected program issues based on results from Levels I and II and other factors

Level I Program Review

The purpose of Level I is to identify programs that exhibit discrepancies from established criteria. Level I focuses on selected statistical performance measures for instructional programs such as:

- number of students enrolled in the program (headcount)
- number of students completing the program who are employed in the field or continuing their education
- program costs
- student performance on licensure tests, CLAST, or upper division university work

Level I review is based only on these data reports. An indication is made if a performance measure varies from a predetermined set of values; e.g., enrollment declined more than 20% over three years. If the variance is outside the state standard, an indication appears in the report. These marks may suggest programs that need greater in-depth review.

In April of each year, data (Level I reports) displays are sent to the community colleges for review. Community colleges use the data displays and other information to identify programs to be reviewed in Level II.

Level II Program Review

The purpose of Level II is to develop recommendations for program improvement, consolidation, termination, or continuation. The design of the institutional review process is entirely up to the college. It is conducted by college staff and invited others including the State Board of Community Colleges (SBCC) and the Division of Vocational, Adult, and Community Education (DVACE) staff, if it is a vocational program.

Each community college reports to the SBCC the programs it will review the following year as well as the results of reviews just completed. Community colleges conduct the reviews to determine necessary changes.

For AA programs, the staff at your college conduct the reviews in selected discipline areas and in programs where Level I data may indicate problems. A major element of the process is a series of meetings between the discipline faculties at your college and at the universities that have a significant enrollment from your college. For AS programs, the reviews may include activities that support the five-year cycle reviews of the DVACE, or be solely the DVACE review.

As a trustee, you will receive reports of the program review process. The board should review and approve the selection of programs targeted for Level II review, and review and approve reports to the SBCC of the reviews and plans for action. You may be involved as well in the reviews of the individual programs. Understanding the characteristics of good instructional programs will help you in this process.

Level III Program Review

The purpose of a Level III review is to respond to issues or problems of system-wide or statewide policy, funding, or articulation concern. The design and conduct of Level III reviews are by SBCC staff.

SBCC staff recommend programs for the SBCC to select for statewide review. Information used in developing this recommendation include:

- results from Level I and II review
- legislative interests
- interests of the State Board of Education (SBE)

The reviews are issue oriented, addressing the need for changes in state policy, funding priorities, or articulation processes. Reviews are conducted by the SBCC and in the case of vocational programs, incorporate the findings from statewide coordinated five-year cycle reviews of the DVACE. Wherever appropriate, Level III reviews are coordinated with Board of Regents' reviews. Recommendations are generated for SBCC action. Recommendations may be for legislative initiatives, systemwide changes in college curriculum, or State Board of Education policy action.

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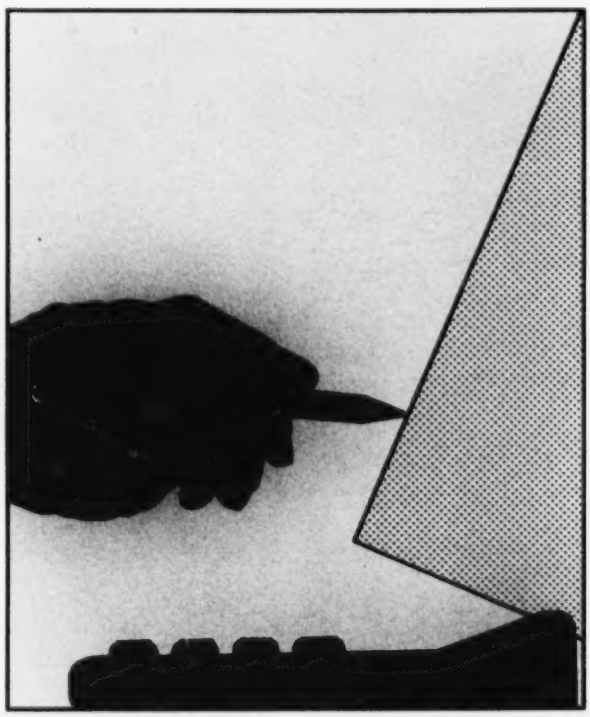
An Information Guide

MANAGING COMMUNITY COLLEGE FINANCIAL RESOURCES

INTRODUCTION



During a presentation at the 1984 FACC Conference, Elizabeth N. Jones, a Trustee for Santa Fe Community College, spoke about the many challenges facing community college trustees today. The responsibility of overseeing the financial resources of Florida's community colleges to ensure their financial solvency has become especially challenging for trustees. National issues like the federal budget deficit, the import/export imbalance, tax reform, and increased defense spending, to name a few, have caused a reduction in the level of federal support for education. Recent legislation passed by Congress forces a reduction in domestic program funding until the federal budget is balanced.

Furthermore, community colleges face increasing competition for state funds from the K-12 sector, especially in grades K-6. The high growth rate predicted for this sector over the next few years could reduce the level of state funding available for postsecondary institutions. In the face of increased competition among educational entities for resources, trustees have their work cut out for them.

In order to meet the challenge of ensuring the financial solvency of your college, you must understand your role and responsibilities in the budget building process, state appropriations process, and audit process. In addition, given the current trend toward diminishing resources, you should become aware of and actively involved in fund raising activities that supplement state support.

Some of the Trustee Performance Goals related to managing the financial resources of your community college are:

- concentrate efforts on discussions of policy, growth, direction, evaluation, philosophy, finances, community needs, accountability, and other priorities
- complete and update short-range and long-range planning programs
- review, evaluate, and update all written policies, the college mission statement, and objectives
- provide budgetary direction that maximizes efficiency
- review the audit process of the college
- ensure that the college meets legislative mandates

BUDGET BUILDING PROCESS

Strategic Planning

District Boards of Trustees are mandated under Section 240.361, Florida Statutes, to review and approve the budget of their college prior to its submission to the State Board of Community Colleges (SBCC) and the Department of Education for their approval. This is one of the most important activities performed by a board. The Legislature deemed this power important enough to list it separately from other trustee powers. The budget that you approve should reflect the values, educational priorities, and future goals of your college. It should translate short-range and long-range planning decisions into financial information.

The board is responsible for setting budget priorities annually. This task is accomplished with input from your president and possibly a planning group representing academic and business administration in the college. This is the strategic planning phase of the budget building process and usually occurs at the beginning of the year through a series of planning sessions. Critical issues related to the external and internal realities within which your college operates are discussed. Such issues might include demographic trends, economic realities, program reviews, facility utilization, affirmative action, etc. These discussions should lead to the realistic identification of constraints and opportunities facing your college. The board should also review and update, if necessary, the mission, goals, and objectives of the college at this time. Out of these planning sessions should flow information for strategic decision making (i.e., changes in mission, goals, objectives). The board formulates new strategic policies which result in the establishment of budget priorities for the upcoming year.

Operational Planning

The next phase of the budget building process is managed by the president. This phase operationalizes the budget priorities set by the board. To this end, the chief executive officer takes steps to assure effective budget preparations and input from the various departments on campus. Actions leading to the development of a well-rounded spending plan include:

- allowing input from each budget unit (e.g., departments, special projects)
- providing for interaction among organizational unit representatives and relevant executive staff
- compiling requests by the chief finance officer
- evaluating staff
- balancing resources against proposed expenditures

Resource Allocation

The president is responsible for the submission of a draft budget to the board. The budget should link strategic planning decisions to the allocation and reallocation of resources. There are times when the college will not have sufficient resources to accomplish all of the board's priorities. In such cases, the president may submit alternative budgets to the board; for example, a budget based upon different increases in student tuition. To facilitate understanding of the budget, information and terminology should be clear, evidence should be provided indicating that it's sound, and it should be presented in an understandable format.

Board Review And Approval

In evaluating the proposed budget, trustees sometimes create a board finance committee to conduct workshops before the total board considers the budget for adoption. The committee and the board should carefully review all projected income to make sure that the projections are accurate and realistic. Likewise, a review of the proposed expenditures is conducted to make sure that they are realistic. Exercise your rights and ask questions. Questions of interest to the trustees would include how the budget supports the academic mission of the college and how it helps to meet the needs of the community college.

In addition, it is important to know how the money is distributed in the budget. When considering how the dollars are being distributed the following areas should be examined: current expenses, capital outlay, and personnel. Fixed capital outlay refers to state funds used for facility construction. Operating capital outlay refers to purchases of equipment and library resources. Capital outlay should, hopefully, always be above zero dollars, representing growth in buildings or renovation. As a general guideline most colleges do not allow personnel expenditures to exceed 80 percent of the total budget. If the budget reflects greater expenditure, the item should be flagged and studied. A good practice is to budget conservatively (i.e., budget slightly less income than you expect to receive and slightly higher expenditures than you expect to make). If the board makes it clear to the staff compiling the budget that conservative budgeting is expected, the budget that is proposed will generally be conservative.

When you approve the budget document, you are setting policies which will have great impact on the college. The allocation of funding reflects and dictates the applied policy that the institution follows. Trustees should spend sufficient time to understand the budget proposal, supporting documentation, and any special recommendations. After the budget has been approved by the board, it's submitted to the State Board of Community Colleges and the Department of Education for review and approval. Rules and regulations of the State Board of Education prescribe procedures for amending the budget prior to final approval.

Budget Is Dynamic Estimate

The budget is a dynamic instrument and is meant to be updated and modified periodically as operational and programmatic changes occur. The budget approved at the beginning of the year is the college's best estimate of projected income and expenditures and will probably not resemble the budget at the end of the year. A responsive college will make changes to meet unanticipated needs that crop up along the way. Continuing budget building via amendments will accommodate such circumstances.

APPROPRIATIONS PROCESS

Background Information

The community college system in Florida was originally established under control of the local school boards. The colleges were part of the local school districts funded through the Minimum Foundation Program until 1968, when district boards of trustees were established. Today community colleges are funded through state funds, student fees, and small amounts of federal and private funds. Student fees are currently set at a statewide average of $19.25 per credit hour.

State Budget Process

Annually the State Board of Community Colleges with input from the Community College Council of Presidents, other Councils, and the Florida Association of Community Colleges submits a legislative budget request to the State Board of Education, the Governor, and both Houses of the Legislature. The 1986-87 budget request exceeded 75 million dollars in new funds and contained funding requests for eleven areas:

- continuation of current programs
- college level and vocational education quality enhancement
- college/vocational preparatory education
- instructional equipment
- faculty salaries
- the Sunshine State Skills Program
- the Academic Improvement Trust Fund
- the Equal Access/Equal Opportunity Programs
- the Small Donor Trust Fund
- operating expenses of new facilities
- enrollment workload

Information on the costs per FTE student (full-time equivalent student attending a community college for two terms plus a summer term) enrolled in courses and fields of study in a community college and the current college operating budgets are submitted to the Legislature and Governor prior to the regular legislative session. The Department

of Education also submits an estimate of the current FTE enrollment for each community college to the Legislature. This estimate together with the cost level of each field of study serves as the basis for the allocation of appropriated funds by the Legislature to the individual colleges. The allocation is based on the cost-to-continue current programs for an assigned number of FTE students.

Legislative Process

Armed with the above information, both Houses of the Legislature hear testimony, recommendations, and deliberate on the budget request. The end result of this process is a bill which appropriates funds through the Community College Program Fund to the Division of Community Colleges which, in turn, distributes the funds to the individual colleges. The bill contains specific language detailing the use of the funds. This language, called "proviso," is equivalent to law, but is effective for only one year. The Governor is allowed to line-item veto the appropriations bill if there is disagreement with an item. After the Governor has completed this process the bill becomes part of the General Appropriations Act.

The Legislature is responsible for establishing the total amount of revenue which will be generated by student fees in the General Appropriations Act. The State Board of Community Colleges then establishes the standard fee that can be charged for credit and noncredit courses which will, in turn, generate the revenue specified in the General Appropriations Act. Each District Board of Trustees has statutory authority to set student fees within ten percent of the standard fee to meet additional needs of the communities they serve.

Fixed Capital Outlay Funds

In addition to the Community College Program Fund, state funds for facility construction and renovation are provided through the Public Education Capital Outlay (PECO) Trust Fund and the Capital Outlay and Debt Service (CO&DS) Trust Fund. The capital outlay projects and appropriated monies funded through the PECO Trust Fund are sometimes contained in an appropriations bill. The Governor can line-item veto the PECO projects in the bill.

Funds for fixed capital outlay are appropriated from a tax on utilities and the sale of bonds which are backed by the revenue from utility tax receipts. A district board of trustees may also request the State Board of Education to sell bonds on behalf of the college board to raise money for immediate capital needs.

Role Of Trustee During Appropriations Process

Your board needs to become involved in the state budget process just prior to and during the time the Legislature is in session. During this time it's possible to directly contact members of standing committees considering potential pieces of legislation which impact on community colleges. Since these committees are usually comprised of legislators representing a geographical cross-section of the state, your board can take advantage of its local roots and contact members from its district. If a legislator is familiar with local community college activities, he or she will more likely support legislation that favors community colleges. Lobbying activities at the state level are coordinated by the SBCC, FACC, and presidential law. You should keep in touch with your legislators on a year round basis to assure the visibility of community college concerns during the Legislative session.

In addition to legislators, you need to be aware of the top administrative officers in the Governor's Office and the State Board of Community Colleges as well as the officials of the State Executive Branch. It is important for a board to be aware of the interests and priorities of the executive, and whenever possible, to support its directives. Such support of officials is especially important in Florida where the Cabinet members also serve on the State Board of Education.

AUDIT PROCESS

Internal Audits

The internal audit is another means used by community colleges to manage and control their financial resources. Most colleges have an internal auditor who reports to the trustees. Internal auditors are responsible for overseeing the process by which resources are utilized and reported. They provide independent judgment on management procedures during the three phases of auditing:

- monitoring management's use of operating resources
- issuing financial reports
- making recommendations that maximize efficiency

As a rule, your auditor should not surprise the state or board with a negative report. The college president is responsible for notifying you if any problems crop up during the audit process.

External Audit

In addition to internal audits, independent audits will be made by the Auditor General, and occasionally, by Federal auditors. Duties of the board relating to these audits include:

- creation of a proper "climate" for the audit; that is, a climate of cooperation toward the audit process
- review of audit findings and determination, in conjunction with the college president, appropriate corrective actions
- follow-up reviews to verify that the planned corrective actions were implemented

GENERATING NEW FINANCIAL RESOURCES

Economic belt-tightening, changing social priorities, and costly technologies have forced community colleges to look for means other than state support to fund all of their budget priorities. State legislators have urged trustees to actively get involved in raising funds to supplement state support. Fund raising efforts by trustees ultimately and favorably effect their college's ability to budget all of their program priorities.

Development Office

Many colleges have established a development office with a chief development officer and staff responsible for overseeing a financial resource development program. A development program should be well balanced offering a broad spectrum of opportunities to a potential donor. The college's business office will need to support the development office in such areas as trust management, investment decisions, and program accounting. Every transaction between a college and donor should be conducted promptly, accurately, and in a courteous manner.

Role Of The Trustee

The development office needs to establish solicitation teams. Such teams are most effective when composed of institutional leaders and prominent members of the community. Aside from this role, trustees should provide direction and establish policies regarding types of strategies that the college should use to raise additional resources. The following strategies have been used by community colleges and should be considered when examining ways to raise additional revenue:

- community college foundations
- alumni associations
- planned giving (i.e., deferred gifts, pooled income fund, benefits, trusts, and unitrusts)
- corporate gifts (i.e., outright gifts, grants, matching grants, in-kind gifts, pooled corporate trusts, released staff time)

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An Information Guide

BOARD/PRESIDENT RELATIONS AND RESPONSIBILITIES

INTRODUCTION

The president is or ought to be the most important single individual connected with the institution. Important, first, because he or she is the primary agent of the board, to whom the board delegates its authority to manage or administer the institution in accordance with policies approved by the board. Important, secondly, because in the future as in the past the strongest, the best, the most distinctive colleges and universities result from the educational leadership of men and women with vision and conviction. This makes the president influential and effective. It follows that the selection and appointment of the president together with his/her support and supervision are the most important responsibilities of trustees. (Nason, 1982, p. 20)

The most important employee of your board is its chief executive officer, the president. It is the president who is responsible for the administration of community college business. The president wears many hats as the academic leader, the representative of the college in the community, the top manager, and the chief advisor to the board. As the most visible employee, the president truly represents the college to its many constituencies.

If your college is going to prosper, good relations must exist between the board and the president. This does not mean that a strong board and a strong president must always agree on issues, but constant conflict between both entities can be disastrous for your college. In a recent survey, board-president conflict was cited as the chief reason for presidential resignations (Zwingle, 1981). The success of the relationship depends upon a shared sense of purpose, open communication, honesty, and mutual support. Both parties must also understand that the relationship itself is a paradoxical one with inherent tensions. The president is hired to carry out trustee policy directives, and at the same time trustees and the other members of the board look to the president for guidance and educational leadership. A survey conducted by the Research Triangle Institute found that 97 percent of college and university trustees cited the recommendations of the president as a factor in the decision-making process, the largest percentage for any of the nine factors mentioned (Davis & Batchelor, 1974).

To hold up your end of the relationship, you must understand what your responsibilities are in the relationship. This module

contains an overview of your responsibilities in the board-president relationship as well as additional references that contain more information on this subject.

The Trustee Performance Goals related to the board-president relationship include the following:

- select, evaluate, and retain through contract, the best available college president
- ensure that all college business and/or problems are channeled through the college president for recommendations to the board

APPOINTING AND EVALUATING A PRESIDENT

Florida law states that each board of trustees shall appoint, suspend, or remove the president of its community college. The board may appoint a search committee to expedite the presidential search process. It must periodically evaluate the president in accordance with the rules promulgated by the State Board of Community Colleges. Such evaluations are submitted to the State Board of Community Colleges for their review (Section 240.319, F.S.).

Selecting A President

When a vacancy occurs in the presidency of your community college, the board must either create or activate a committee to search for, screen, and recommend suitable candidates for final action by the board. If a search and selection committee has not already been established, most community college trustees do one of three things: they constitute themselves as the search and selection committee; they create a committee composed of trustees, faculty, administrative officers, community members, and students; or they employ an outside agency to advertise and screen applicants in accordance with board specifications. The creation of a broad-based committee is recommended in most cases. The exclusion of faculty and other constituencies in the search and selection process is usually counterproductive.

A clear statement of the committee's mandate must be formulated to make sure that committee members know what their responsibilities are and the extent of their authority. Nason (1984) lists the following items that might be included in a formal charge to the committee:

- development of institutional needs and consequent criteria for selecting the new president, or statement of criteria to be followed if the board has already developed a needs statement
- membership on the committee including any instructions regarding the methods of selection and the choice of the chair
- timetable providing dates by which the board expects recommendations from the committee
- breadth of search - some boards have instructed their committees on where to look; others leave this to the committee
- necessity of complying with equal opportunity/affirmative action requirements
- availability of funds for committee expenses
- desirability of using outside professional consultants
- degree of confidentiality or openness expected of committee
- number of candidates to be recommended to the board for final decision and whether these candidates are to be ranked or not
- unambiguous statement of the board's intention to make the final choice and appointment (p. 8)

Presidential Profile

Some of the above items will be taken care of by the board. Most community college boards

will undertake an analysis of institutional needs, out of which should flow criteria for selecting a president. You should receive input from the campus community and the community at large during the needs assessment process and solicit reactions to the proposed presidential selection criteria. The final criteria you approve should be incorporated into a presidential profile that is relevant to the current and future conditions of the college. Do you need an administrator, educator, fund raiser, caretaker, or a combination of all four? While Potter (1986) recommends that today's community college president needs to be an administrator first and an educator second, this issue depends also on the size of the college, its mission, and the strengths and abilities of other staff.

The conditions existing on most of our campuses today, however, demand the president be first and foremost an effective manager. He/she must know how to handle people and must be able to prevent crisis or manage crisis when it occurs. His/her credentials as an educator are relatively unimportant.

The presidential selection process should result in the matching of a person to an institution's needs at a particular moment in history. The candidate that is ideal for one college might cause havoc at another. Make sure that the person you select to serve as chief executive officer of your college possesses the qualifications needed by your institution at the current time.

Evaluating A President

As was previously stated, community college boards are mandated by law to periodically evaluate their president and submit their evaluation findings to the State Board of Community Colleges for their review. A monograph entitled Presidential Evaluation: Issues and Examples has been generated to assist trustees in:

- understanding the range of issues related to presidential evaluation
- selecting methods which may be adapted for evaluating presidential performance

This section provides a cursory overview of the document. Please refer to the monograph for more detailed information on this topic.

Evaluation Issues

As a trustee, you must carefully consider the purposes for and procedures employed in conducting presidential evaluations. How will you approach this critical task? How can you ensure that the impact of the evaluation is positive and not detrimental to the college? The following issues have been identified in response to the above questions and should be considered prior to your adoption and/or adaptation of evaluation procedures:

- Should we evaluate the president?
- Should the evaluation be formal or informal?
- What types of criteria should be used?
- What types of rating scales should be used?
- Who should conduct or participate in the evaluation?
- When should the evaluation be conducted?
- How should results be reported?
- How can positive changes be made?

You should work together with the president to ensure that the results of the evaluation will be used to improve the administration and quality of the programs for students. After all, that is the underlying rationale for the entire process. Stating the purposes in advance and incorporating the presidential evaluation in an overall review of the college governance system will help to establish a receptive climate toward the evaluation recommendations.

SUPPORTING THE PRESIDENT

The relationship between the board and the president should be open, frank, and mutually supportive. Without a shared sense of purpose between the board and the president and without mutual respect and trust, a college will experience difficult times.

The president should be sensitive to the goals and concerns of the board and should act in accordance with its wishes. In most instances, recommendations made by the president will be acceptable to the board. A board which continually disagrees with the recommendations of its president may find that a change in leadership is necessary.

Once policy decisions are made and the administration has been directed to carry out those policies, the president and other employees have the right to expect support from the board. The following principles should be adhered to if good relations are to exist between your board and its most important employee, the president:

- Select a president who can meet the college's needs.
- Select a president who is compatible with the trustees.
- Establish appropriate lines of authority.
- Don't undermine the president's authority.
- Maintain open and honest communication with the president.
- Protect the president.
- Develop a relationship with the president based upon mutual respect and trust.
- Respect the president's right to make administrative decisions.
- Provide the president with sufficient authority to manage college personnel and resources.
- Evaluate the president periodically. (Potter, 1986, p.71)

ADDITIONAL INFORMATION SOURCES

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An Information Guide

STRATEGIC PLANNING

INTRODUCTION

Of primary importance to Florida's leaders and citizens is the state's rapid growth, which is projected to continue without abatement for the foreseeable future. Consequently, long-term fundamental changes in the state's demographics will impact its economy and the lifestyle of its citzenry. The emerging talents, skills and values of our newer residents can be a driving force behind educational planning in the years ahead.

No institution is better positioned to participate in this change than the regional community college with its wide variety of educational services to diverse adult constituencies. To perform the roles and functions the future demands, community colleges must plan in a dynamic, change-oriented way. This process is broadly known as **strategic planning**. Institutions providing the leadership and resources necessary for successful strategic planning, will greatly enhance their opportunities to be managers of growth, centers of creativity and innovation, and molders of the future.

HISTORICAL CONTEXT IN FLORIDA

Statewide planning has been a key element in the development and management of the Florida Community College System. In 1957 Florida completed its first formal master plan, stressing reasonable cost, geographical access and an open door policy. Its successful implementation resulted in the development of the current 28 colleges serving the state.

The Postsecondary Education Planning Commission, created in 1981, developed a five-year master plan for the Community College System in 1983. Its first five-year plan comprehensively provided goals and objectives designed to improve the existing system.

In 1988 the State Board of Community Colleges gave final approval to its next five-year plan, Challenges: The State Board of Community Colleges Master Plan. This document presents a variety of "challenges" designed explicitly to provide policy guidance for both the state and local levels in accomplishing their strategic planning. This document is essential reading for trustees who want to participate in the strategic planning process.

THE KEY ROLE OF A TRUSTEE

The role of the trustee in the strategic planning process is powerful and multidimensional. While the responsibility for developing, managing and implementing the strategic planning process itself belongs solely to the college president, the trustees have pivotable involvement. Trustees are involved in the

following ways:

- They are a major source of policy guidance to the president concerning the overall direction of the college, its management, and operation. Their guidance constitutes part of the underlying assumptions or "givens" from which the president must begin in constructing a strategic plan.

- They can play a direct role in the strategic planning process by monitoring the plan's progress and exercising their responsibility to provide policy oversight. Should the plan be moving in directions inconsistent with their perceptions of the best interests of the college, trustees have the responsibility to direct appropriate changes. Trustees should receive regular reports and briefings on the progress of the planning process.

- The trustees approve the college's budget. They can review the budget document to insure that their guidance concerning the strategic plan is being carried out and, more positively, that the institution's resources are being affirmatively used to implement the strategic plan.

- Finally, the trustees hire the college president. A college president must be a person with an extraordinary combination of education, training, experience and style. Trustees must insure that the individual entrusted with the leadership of their college has the ability to envision the future and has the leadership skills and resources necessary to implement that vision.

STRATEGIC PLANNING: WHAT IS IT?

There is really nothing very new about planning for community colleges. Over the past twenty years or so, many colleges have completed some variation of the development of "master plans" or "long-range plans" that have attempted to look at college operations over a five or ten-year period. While some of them had characteristics that reflected strategic concerns, for the most part they did not fulfill the requirements of strategic planning as presently conceived.

Strategic planning is defined as the process by which community colleges identify the major internal and external factors of change influencing their future and prepare to capitalize on the opportunities provided by such change.

A better understanding of the basic concepts of strategic planning can be achieved by comparing it with earlier styles of planning. Strategic planning:

- **is concerned with fundamental change.** Previous planning emphasized incremental change to existing programs and activities.

- **is growth oriented and is intended to enhance college development.** Previous planning focused more on the management of existing programs.

- **focuses only on the critical issues facing the institution.** Previous planning tended to plan comprehensively.

- **attempts to create or mold the college's future.** Previous planning tended to be reactive to the future as it unfolded.

- **focuses on the forces outside the college that are affecting its future.** Previous planning was concerned more with internal issues.

- **is concerned with the broad, substantive issues facing the college.** Previous planning was oriented more toward internal management.

- **drives the budgeting process.** Previous planning was dependent on the budget process.

- **emphasizes more the value of the planning process itself, supporting procedural simplicity and informality.** Previous planning tended to produce more formal, complex planning documents and to place more value on the end product document.

- **encourages the participation of the trustees, the faculty, the students and important constituency groups in the planning process.** Previous planning was conducted primarily by college management officials.

COMPONENTS OF STRATEGIC PLANNING

Strategic planning is very much an art, not a science. Organizations wishing to undertake strategic planning will not find a definitive, prescriptive process prepared for their use. While there are no defined rules or technical requirements, there are some basic components commonly found in most good strategic planning. They are:

- **Analysis of Mission.** A mission statement defines the concept of the organization, its purpose and, sometimes, its functions. Mission statements should be broadly based and reflect the unique context of each institution.

- **Strategic Analysis.** This component, also known as environmental scanning, forecasting, and data analysis, identifies the probable futures the institution will face. Quite simply, it is that part of the process where the relevant data concerning the future of the institution is gathered, organized, and analyzed to identify and project the likely challenges to be faced. Based upon this analysis, the key issues can be identified and prioritized for treatment in the remainder of the planning process.

- **Strategy Development.** This component is the heart of the strategic planning process. Here the results of the strategic analysis are reviewed with regard to the institution's mission, internal and external strengths and weaknesses, political context, and individual institutional idiosyncracies. The purpose is to identify the directions in which the college should go in order to prepare for and to exploit future challenges the institution will face.

- **Integrated Planning.** A strong sense of direction and a good set of long-range objectives cannot provide the level of information that is needed to implement effectively a strategic plan. To develop such an implementation linkage requires some process that can focus on the desired direction and identify the **major** steps that the institution must undertake in order to fulfill its vision and achieve its long-range objectives. Great care must be taken with this component in the process. It serves as the first bridge to implementation or operational planning that will eventually make the plan succeed or fail.

- **Evaluation.** Every plan must have a means to monitor its performance -- the degree to which it achieves or fails to achieve its intent. If an institution cannot monitor its progress in meeting its objectives, it cannot make the adjustments required to stay on track.

Within this broad framework, each community college can design a process that uniquely suits the requirements and style of that institution.

Strategic planning is not an entire planning system unto itself; it is intended to provide an appropriate planning perspective and process allowing effective preparation for the future. Consequently, strategic planning should be designed to fully integrate with other types of short and middle range planning activities, particularly with those dealing with budget and financial planning.

KEY PARTICIPANTS IN THE PROCESS

While the strategic planning process may include much broader participation in the community college than in private sector processes, **strategic planning is primarily an executive function.** The very core of support for strategic planning undeniably remains in the strong, personal leadership of the individual college president. The final strategic planning process should be designed by the president and implemented with the president's continuing leadership. The institution's strategic plan is, in essence, the president's plan for meeting the future. The president and the staff who will implement the strategic plan should have a strong sense of ownership and commitment to the plan.

Other important factors in the college's strategic planning process are the State Board of Education and the State Board of Community Colleges. These statewide agencies are important for several reasons. First, they serve as advocates for the entire system at the state level and provide the kind of statewide policy guidance that individual colleges need to keep their institutions

consistent with broader needs and objectives. Secondly, they are the conduit of financial resources that need to be integrated into strategic planning activities. Finally, they are a source of information useful to the strategic planning process.

The faculty of community colleges also have a significant role to play. Their knowledge of the institution and their sensitivity to changes in its roles and functions make them valuable participants.

Similarly important are the key constituency groups associated with individual community colleges. Groups that have a long-term interest in the services provided should be given a role, particularly at the Strategic Analysis stage of the process. Local governments, business interests and a variety of local organizations who are clients or potential clients of the college should be invited to actively participate.

THE STRATEGIC ISSUES

As each community college conducts its strategic planning process, a series of critical issues will emerge that will govern the ultimate direction the plan will take. While many of these issues will reflect regional and local concerns, a number of important issues will express statewide concerns. The principal source of guidance for identifying and responding to these statewide issues is **Challenges**, the 1988 Master Plan of The State Board of Community Colleges.

This document consists of challenges stated in broad qualitative terms. These challenges serve as guides for institutional development and substantive and budgeting legislation. The 1988 Master Plan is intended to generate further examination of policy issues for on-going strategic planning. Using this plan as a guide, governing boards of each community college may formulate strategic plans consistent with local needs and state and regional policies.

In general, **Challenges** addresses three broad issue areas. The first area presents challenges concerning **quality education**. Specific challenges were developed for the following issues:

- providing open access for students
- producing high quality postsecondary academic and vocational education
- improving the transfer process
- supplementing classroom instruction to create a total learning environment
- providing quality student services
- acquiring and maintaining quality faculty and staff
- providing facilities

A second general issue is in the area of **economic development**. Challenges include:

- participating in the economic development of the community
- supporting international business education
- becoming centers of innovative technology

A final general issue deals with **quality of life**. Challenges include:

- meeting community service needs
- providing lifelong learning opportunities
- providing adult education
- insuring equal access and opportunity

A review of **Challenges** provides a framework for further strategic planning and examination of policies and issues impacting each community college and the total system.

An Information Guide

TRUSTEES AND THE LAW

HISTORICAL PERSPECTIVE

The last few years have documented a proliferation of legal suits involving colleges and universities. Until very recently, decisions of trustees of colleges and universities, and the actions of administrators and faculty in accordance with those decisions, were considered private matters which were not accountable in courts of law. That now has changed. "Trustees can no longer take comfort in the proposition that if they exercise ordinary and reasonable care in the performance of their duties, exhibiting honesty and good faith, they can avoid lawsuits and the risk of personal liability" (AGB, Ad Hoc Committee, 1982, p. 1).

According to Potter (1986) America has become one of the most litigious societies for several reasons:

- The society has become more complex with an increasing number of laws needed to regulate the actions of the members of the society.
- More citizens are resorting to the courts to redress their grievances, both real and imaginary.
- The courts have a tendency to become legislative bodies; they develop legal principles to deal with society's problems.

All of these factors contribute to the importance of gaining a working knowledge of educational law. This does not mean those in education must become lawyers, but having a working knowledge of the body of educational law and learning to recognize legal problems or potential legal problems before they develop into actual litigation are invaluable and increasingly necessary. Many cases have been lost in court because administrators were not acquainted with the technical requirements of the law.

LIABILITY ISSUES

Liability as defined by Black's Law Dictionary (1979) is the state of being bound or obliged in law or justice to do, pay or make good something. There are three types of liability:

- tort
- fiduciary
- contract

Tort liability is a private or civil wrong or injury, other than breach of contract, for which the court will provide a remedy in the form of an action for damages.

Fiduciary liability refers to a person or institution who manages money or property for another and who must exercise a standard of care in such management activity imposed by law or contract. A trustee possesses fiduciary responsibility to the beneficiaries of the trust to follow the terms of the trust and the requirements of applicable state law. A breach of fiduciary responsibility would make the trustee liable to the beneficiaries for any damage caused by such breach.

Contract liability is a breach of an agreement between two or more persons which creates an obligation to do or not to do a particular thing.

When any of these liabilities occur, litigation is possible. Trustees need to become aware of the main areas of litigation and legal ways of protecting themselves from litigation.

LITIGANTS AND LITIGATION

Litigation as defined by Webster is to contest in court. Much litigation, however, takes place before administrative bodies in quasi-judicial proceedings. Three major areas of litigation are:

- student litigation
- employee litigation
- other parties

Student Litigation

Suits brought by students are one of the largest areas of litigation affecting colleges and universities. Some of the major areas of student litigation are as follows:

- suits challenging rules regulating distribution of literature and the solicitation of funds on campus
- denial of academic degrees
- students claiming rights under Federal or state laws, rules and regulations such as Title IX
- regulation of student newspapers
- rules regulating demonstrations on campus
- discontinuance of food service
- non-recognition of student organizations
- suits for damages resulting from disclosure of confidential information
- suits for damages resulting from personal injuries sustained while on campus

The courts have ruled differently in different states and in different federal districts, but a common thread runs through all the decisions. It is:

- Boards and administrators have comprehensive authority to prescribe and control conduct in schools.
- Boards and administrators have responsibility to regulate and control student behavior which tends to impede, obstruct, or threaten the institution's educational goals.

Comprehensive authority over students differs from absolute authority. The constitutional rights of students must be maintained. Therefore, rules regulating speakers and distribution of materials are permissible, but they must be reasonable and not violate constitutional rights. Furthermore, specific criteria for allowing or denying the request and a review procedure in case the request is denied must be available. Although disciplinary action against students is permissible, **due process** must be followed at all times. What constitutes due process varies with the severity of the disciplinary action. For instance, lengthy suspension or expulsion requires a hearing, witnesses, representation by counsel, and a right to introduce evidence on the student's behalf.

There are two classes of due process:

- substantive
- procedural

Substantive due process prohibits a college from violating a person's rights under other provisions of the Constitution as the Bill of Rights. Censoring a student newspaper is an example of violating the students' rights of freedom of speech and freedom of the press.

Procedural due process prohibits a college from unfairly depriving a person of life, liberty, or property. Attendance at a college or expectation of continued employment at a college may involve property rights. These cannot be taken away without due process, which generally requires a hearing to determine whether the expulsion of a student or termination of an employee is deemed necessary.

Employee Litigation

Employee litigation refers to suits by employees as well as would be employees, i.e., unsuccessful job applicants. Cases involving employee litigation are increasing. It is and will continue to be the source of most lawsuits against colleges and college boards. The majority of cases that have been filed by college employees have involved dismissal. Four categories of dismissal cases are:

- outright dismissal
- failure to hire probationary employees
- compulsory retirement
- other actions resulting in the employee's losing his or her job

The law on dismissal is not clear. If the employee has a continuing contract, the establishment of good cause as defined by State Board of Education Rules is mandatory. Establishment of good cause, however, may also be required for employees without a continuing contract; good cause for dismissal is not necessary for employees on probation.

Other examples of employee litigation are:

- failure to promote
- failure to award a continuing contract
- sexual harassment
- discrimination

Employees are protected by Federal laws, and in most cases by state laws, against discrimination due to sex, marital status, age, race, religion, and nationality. If the college fails to hire or promote or discharges such an employee, a lawsuit charging discrimination is possible. Therefore, the administration must document every action carefully to convince the judge and jury that no discrimination was involved.

Legal problems with employees are increasing due to the enactment of public employee collective bargaining acts. These acts require public employers to recognize any union having the majority of employees within a certain bargaining unit, to bargain with the union in good faith, and to enter into a labor contract, if agreement is reached. State labor relations acts set up methods, either mandatory or voluntary, for resolving conflict and "bargaining aids" as mediation, fact finding, and compulsory arbitration.

Modeled after the National Labor Relations Act, these acts contain the following elements:

- affirmation of the employee's right to join labor organizations
- specification of proceedings for the election of an exclusive bargaining representative for an appropriate unit
- requirements for the employer to bargain in good faith
- forbiddance of interference or discrimination by the employer because of union activities
- provision of remedies for unfair labor practices for both the employer and employee
- prohibition of strikes

Other Parties Commencing Litigation

Another area of litigation is that of public litigation. While there may be an increase in this area, it should not be great. Among the persons or entities, other than students or employees, that could file suit against colleges and universities are:

- taxpayers
- news media
- intergovernmental units
- visitors

Taxpayer suits that question the validity of bond issues and suits by the news media relating to employees' salaries, fringe benefits, student organizations, and hours of work have been upheld by the courts. Suits by one governmental unit against another, though not frequent, are increasing in number. Non-student cases generally can occur when non-students are charged with trespass violations. In other cases, rules have been adopted keeping the public off some campuses. Also suits can be filed by guests and invitees with respect to tort injuries.

LEGAL LIABILITY OF TRUSTEES

Trustees of public colleges must be aware of the unquestioned constitutional rights and civil rights of students. The 14th Amendment partially provides for those rights:

> No state shall abridge the privileges or immunities of citizens of the United States, nor shall any state deprive any person of life, liberty or property without due process of law.

Public colleges are subdivisions of the states and subject to the provisions of the 14th Amendment.

The Civil Rights Act of 1871 (42 U.S.C. Section 1983) provides that any person who deprived another of any rights should be "liable to the party injured for redress." This permits a person, whose civil or constitutional rights have been violated, to sue in Federal or state court, to have the violation stopped, and to recover monetary damages from the violator. For one hundred years this Act was not considered as applicable to colleges and universities. Since 1975, however, it frequently has been used as the legal grounds for damages against institutions, their officers, and trustees.

In the case of Wood v. Strickland (1974), 420 U.S. 308, the U.S. Supreme Court stated a warning to trustees should they undertake an administrative function beyond the realm of their authority:

> (A)...board member, who has voluntarily undertaken the task of supervising the operation of the school and the activities of the students must be held to a standard of conduct based not only on permissible intentions, but also on the knowledge of the basic unquestioned constitutional rights of his charges.

The Wood case held that a school board member is not immune from liability for damages if he/she knew or reasonably should have known that the action taken would violate the constitutional rights of the student affected or if there was malicious intention to cause a deprivation of constitutional rights or other injury to the student.

Further grounds for legal suits are to be found in the Equal Employment Opportunity Act of 1972 which requires every college or university receiving federal funds to follow affirmative action guidelines; in Title IX of the Educational Amendment Act of 1972 which prohibits sex discrimination in facilities, athletics, financial aid, etc.; in the Educational Rights and Privacy Act of 1974 (the Buckley Amendment) providing students access to their college records and limiting their availability to others without express permission from the students; and in Section 504 of the Rehabilitation Act of 1973 requiring special facilities for the handicapped.

Due to the increasing number of legal suits brought by students, employees, and other parties, it is important that trustees not only know what is and is not legally permissible, but also that they establish, or insist that there be established, codes of student conduct and procedures for faculty appointments, promotions, continuing contracts, and grievances, which insure due process. These codes and regulations should be in writing and impartially applied.

BODY OF LAW GOVERNING BOARDS IN FLORIDA

In addition to acquiring a working knowledge of basic constitutional rights and federal statutes and regulations, the trustee must be cognizant of the laws and rules to which community colleges are subject in the state of Florida. The statutes enacted by your state legislature and by Congress and the rules and regulations adopted by the various state and federal agencies will have a greater bearing on your institution than court decisions. You can win or lose an inning in a court decision here and there, but lose the whole ball game in the legislature. Therefore, trustees should be aware of and offer services to cooperate in the lobbying process with the legislature, Congress, and various state and federal agencies.

Florida Statutes

The State of Florida follows the predominant community college governance pattern of local control. College district boards of trustees are entrusted with corporate authority for operating community colleges within the framework of law and state regulations (Section 240.313 - 240.319, F.S.). The trustee especially should be familiar with the sections of state law that pertain to the community college system, Chapter 240, Florida Statutes. Trustees' powers and duties are established by these state statutes.

Since the early 1900's, Florida law has made public records and official meetings truly public. In fact, Florida's government is one of the most open anywhere in the world. Florida law requires that all meetings at which official acts are to be taken be declared open to the public at all times and that no motion, rule, regulation, or final action be considered binding unless the board meets "in the sunshine" (Section 286.011, F.S.). Violations are criminal misdemeanors of the second degree punishable as stated in Section 775.083, or 775.084, F.S.

Allowable exceptions to the Sunshine Laws include hearings and discussions on issues of extreme sensitivity or personal privacy (Section 228.093(3), and 447.605, F.S.). Within the public and university school systems, personnel and student records dealing with employee selection and dismissal records, employee evaluations and grievances, medical and birth records, tax records, and payroll deduction records among others are considered confidential. In addition, collective bargaining records "developed by the public employer in preparation for negotiations, and during negotiations, shall be exempt from Chapter 119" (Section 447.605(3), F.S.).

State Board of Education Rules

The State Board of Education (the Cabinet) is the state body designated to provide and establish the framework within which the community colleges may operate in Florida. The State Board, given responsibilities for community colleges in Chapter 240.3 of the Florida Statutes, has the authority to veto rules passed by the State Board of Community Colleges, but not to make such rules. The State Board has responsibility for rules relating to:

- preparation and approval of community college budgets
- certification, continuing contracts, and leaves of absence of all types for community college teachers

These rules operationalize the state statutes. Trustees must have a working know-

ledge of the administrative rules dealing with community colleges as set forth in Chapter 6A-14, FAC.

State Board of Community Colleges Rules

The State Board of Community Colleges is the Director of the Division of Community Colleges. The Board develops procedures, policies, and rules pursuant to the governance of Florida's community colleges for recommendation to the State Board of Education. The Board is responsible for ensuring the greatest possible coordination, efficiency, and effectiveness of the Community College System of Florida. Trustee involvement and advisement are encouraged by the State Board of Community Colleges.

Commission on Ethics Rules

Created in Section 112.210, Florida Statutes, the Commission serves as guardian of the standards of conduct for the officers and employees of the state...or other political subdivision (community college) of the state. Trustees should make a continuous effort to observe any rules (e.g., those concerning voting conflicts and financial disclosure) established by this Commission and applicable to them.

LEGAL STRATEGIES TO PROTECT BOARD MEMBERS

With the increasing cost of litigation, colleges and universities are seeking forms of protection and taking steps which may alleviate some of the potential for problems. The State of Florida has granted trustees immunity from suit for negligence or omissions committed while serving as a board member (Section 768.28, F.S.). While you may not be personally liable, the state may be held liable for such negligence under this section of the law; and liability is limited to $100,000 on a claim for one person and $200,000 for all claims arising out of the same incident.

Alton L. Davies (1980), President of the Kansas City Community College, recommends these steps:

- Hire an attorney in whom you have collective trust. Ask the attorney's advice in either developing or reviewing the operational or hiring policies. Expect the attorney to keep current on federal and state statutes.
- Once policies are adopted, support the president throughout the implementation of those policies.
- Insist on thorough and on-going documentation for all actions which may lead to any legal actions. This includes interviewing and hiring practices, employer/employee grievance actions, performance evaluations, student complaints, termination of employees, and student dismissals.
- Carry lots of liability insurance.

After the development of written policies occurs, consistency in their implementation based upon precedent is important. See how others have handled the situation in the past or how you or previous board members have acted in similar situations. If action has been consistent and if there is precedent, it will be more difficult to classify these acts as "capricious" or "arbitrary." Following these steps will not provide absolute protection, but they will serve as a basis for the defense of any action taken by the board. Beyond this, only logic and common sense can guide you.

George Potter (1986, p. 100) recommends these ten ways to avoid legal problems:

- Develop a risk management plan.
- Learn to recognize potential legal problems. Carefully consider legal ramifications of all decisions. Make no decisions hastily or in anger or until you have all the facts.
- Have personnel manuals and employment contracts reviewed by a competent labor attorney. Do the same for proposed changes in manuals and contracts.
- Have well defined policies and procedures which guarantee those affected due

process. Make sure they include strong, clear policies prohibiting discrimination and sexual harassment. Make sure those policies and procedures are followed.

- Avoid conflicts of interest or the appearance of a conflict.
- Provide equal treatment in similar situations.
- Document all actions, particularly disciplinary actions, failure to hire applicants, failure to promote and termination of employees.
- Insist that fair, accurate and regular evaluations of all employees be conducted.
- Have adequate insurance coverage, including errors and omissions coverage.
- Employ good lawyers. Use specialists for certain types of work.

Risk Management Plan

One form of protection recommended by Potter (1986) is the development of a strong, workable risk management plan by the board of trustees. The State of Florida has a risk management consortium. A risk management plan is an outline of a course of action for the purpose of lessening the liability risks sustained by the board and the institution. Dick Klassen (Potter, 1980, pp. 101-102) recommends that these steps be included in the development of such a plan:

1. Develop a strong **policy statement** that a risk management plan be established and used.
2. Secure **presidential support**.
3. Provide **staff development** to educate your staff as to the reasons and necessity for this risk management plan.
4. Identify the **types of risks**. There are generally five kinds:
   - physical damage to college property
   - loss of income
   - liability for damage to others
   - loss due to fraud
   - loss from the death or disability of employees
5. Measure the **level of risk**. To get the probability ratio, prioritize in three areas by determining:
   - potential dollar value of loss for liability in this area
   - potential frequency of this type of liability
   - the predictability of any particular types of loss
6. Establish **coping strategies**.
   - avoidance
   - prevention of losses and use of due warning
   - transference of risk

Selection of a College Attorney

The need for legal counsel has gained impetus since the 1960's. It is imperative that college trustees and administrators become aware of basic issues in selection, use, and evaluation of their attorneys and sharpen their intuition on when to consult legal counsel.

The board should insure that the president uses steps similar to the following:

1. A college should select an attorney based upon how it will use him or her. Typical ways colleges use an attorney are:
   - complete involvement
   - special matters and lawsuit only
   - combined routine and other services
2. Develop a job description spelling out the general duties and the personal qualifications required for the position.
3. Develop criteria for selection whether selecting an individual lawyer or a law firm. Some criteria to consider are:

- type of practice
- competency
- adequate staff
- diversity of talent
- experience
- maturity of lawyers
- other clients
- rate of fees
- professional affiliations

4. Check sources for selection, including national associations, legal publications, state and national trustee associations, key law school chairs, and others.

5. "Check out" the final candidate.

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An Information Guide

ENTRY/EXIT STUDENT TESTING
in Florida's Community Colleges

INTRODUCTION

Florida provides for and frequently requires testing of postsecondary students. In addition to regular course work exams, three types of testing exist in Florida's Community College System; entry level testing, exit testing and testing for certification.

In Florida, public policy has emphasized that it is important for students entering postsecondary instructional programs to possess a minimum level of competence in reading, writing, and mathematics. Therefore, students entering postsecondary instructional programs in Florida public vocational centers, community colleges, and universities are tested to assess their competencies prior to or upon entrance into college. The statutory requirement is found in s. 240.117, Florida Statutes, and the implementing provisions are found in Rule 6A-10.0315 for degree programs and Rule 6A-10.040 for vocational certificate programs.

Public policy in Florida also provides that students receiving the associate in arts degree and students admitted to upper division status in the state universities must possess a minimum level of competence in communication and computation. Therefore, to measure the degree of competency, students are tested before being awarded the associate in arts degree or being admitted to upper division status in the state universities. The statutory requirement is located in s. 240.233(6) and s. 240.3215(2), Florida Statutes, and the implementing provisions are found in Rule 6A-10.0310 through Rule 6A-10.0314.

Students enrolled in many vocational education and occupational education programs also are required to pass tests prior to receiving certification to practice in their field (e.g., cosmetology or dental hygiene). Certification and/or licensure examinations are authorized or required by many different statutes and rules and are administered by state departments (e.g., the Department of Professional Regulation).

Entry Testing

Degree Programs

Testing prior to the close of registration is a requirement for first-time-in-college applicants to enter community college or university degree programs. If students do not earn passing scores on an entrance test, they must satisfactorily complete remedial or college preparatory instruction. Students must take classes in the curriculum area of their deficiency before they enroll in college credit courses in the same or dependent curriculum area. Typical entrance examinations are the ACT Assessment and the ASSET, published by the American College Testing Program, and the SAT and the MAPS, published by the College Entrance Examination Board.

Students who attend college full-time and need preparatory instruction must begin their college preparatory instruction during their first semester. Part-time students must begin before they earn twelve credits. Students are limited to three semesters of college preparatory instruction in each of the areas tested (reading, writing, mathematics) in order to overcome their deficiencies. The duration of eligibility for financial aid is also extended for students in college preparatory instruction. State university students receive their college preparatory instruction through the community colleges, with the exception of Florida A & M University students who receive their college preparatory instruction through their university.

Since the first year entry testing was required (1985-86) the results of test administrations have indicated that approximately half the community college registrants need college preparatory instruction in mathematics and approximately one third require college preparatory instruction in reading and writing.

Vocational Programs

Students who enroll in postsecondary adult vocational programs planned for at least 450 hours are tested within six weeks after admission. They must demonstrate that they have achieved the skills of the minimum grade level judged as corequisite for their programs on one of the following tests of mathematics and language. The tests are:

1. American College Testing Career Planning Program, Short Form of Assessment Booklet

2. Comprehensive Test of Basic Skills, Levels H-J (Measuring grade levels 7-12)

3. Test of Adult Basic Education, 1967 Edition Forms 1 and 2

4. Wide Range Achievement Test, Level 2

If they do not demonstrate minimum competence, students must complete remedial (referred to as vocational preparatory) instruction in the curriculum area of their deficiency. When they have raised their skills to the minimum grade level, they become eligible to receive their vocational certificate.

Exit Testing

In order to receive an A.A. degree or advance to upper division status in Florida, students must take the College-Level Academic Skills Test (CLAST). The CLAST is part of Florida's continuing effort to ensure that college degree-seeking students acquire the academic skills expected of them. The test measures college-level communication and mathematics skills that students should have attained by the end of their sophomore year.

Faculties of the community colleges and universities in Florida identified the skills to be

measured by the CLAST. These skills and associated passing scores have been adopted by the State Board of Education. The active participation of faculty members is maintained to review performance by students and consider revisions in the test or passing scores.

The CLAST is an achievement test consisting of four subtests: essay, English language skills, reading, and mathematics. Achieving passing scores is required for an associate in arts degree and for admission to upper division status in a state university, however the CLAST does not purport to be a predictor of subsequent performance in upper division programs.

CLAST is administered three times a year and all four subtests are administered in one session. Sixty minutes are allowed for the essay, eighty minutes for the English language skills and reading portion, and ninety minutes for the mathematics portion. Time extensions and other accommodations are provided for disabled students, and students may retake any subtest for which they fail to attain a passing score.

The skills measured by the CLAST are varied. In reading, eleven skills in the areas of literal comprehension and critical comprehension are assessed. In English language skills, eleven skills in the areas of word choice, sentence structure, grammar, spelling, capitalization, and punctuation, are assessed. The essay affords students the opportunity to demonstrate writing skills via a written essay on one of two topics provided. In mathematics, fifty-six skills in the areas of arithmetic, algebra, geometry and measurement, logical reasoning, and statistics including probability, are assessed.

In the October 1988 administration of the CLAST, 75% of the community college students taking the test for the first time were able to pass all four subtests. The comparable figure for university students was 86%. A planned change in the test cut-off scores in 1989 and again in 1990 is expected to reduce passage rates especially among poor minority students and recent immigrants. Further study of the impacts of the exam and the development of additional instructional approaches to overcome deficiencies of low scoring students can be expected to be topics of keen interest in future years.

Each year, the staff of the State Board of Community Colleges prepares a summary of passing rates by college and university. Each college and university's data also are available for each year beginning with 1982. Information on comparisons across institutions is available to interested trustees in the CLAST office. Comparative information by institution over time is available from the State Board of Community Colleges' state office.

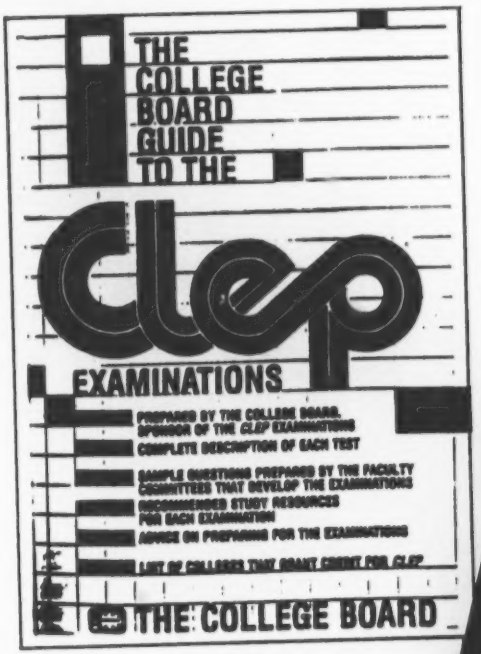
Certification/Licensure Testing

In order to work in certain vocations/professions, state licensure is required. Licensure frequently is based on licensure examination scores. Therefore, one of the measures of the effectiveness of a job preparatory instructional program, where licensure is a factor, is to determine the passing rate of the program graduates on the licensure exam.

The community colleges collect passing rate information about their graduates of programs where licensure is a factor. The State Board of Community Colleges provides such information on the annual, level I vocational program review data displays and in the annual Report of Progress Toward Educational Excellence.

Conclusion

The examination of student knowledge and skills, as an integral part of the Educational Accountability Movement, has expanded rapidly throughout the 1980's. Continued change utilizing more sophisticated tests and techniques can be expected during the 1990's. ♠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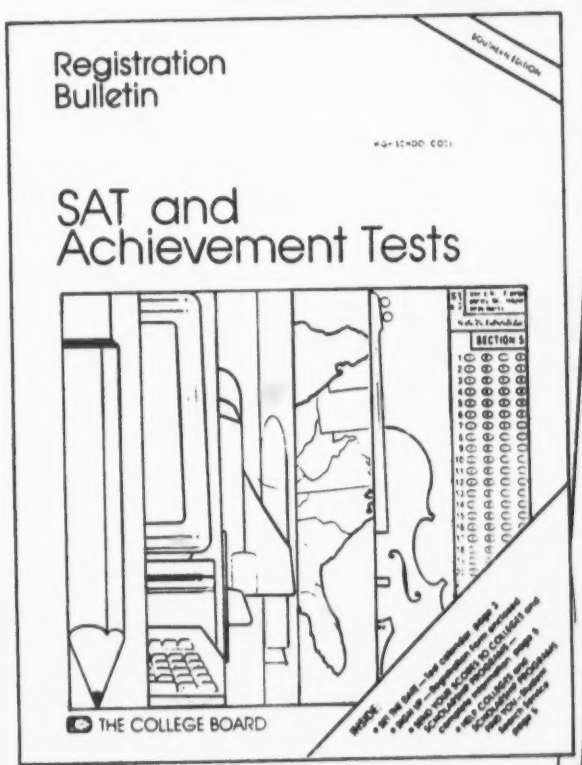
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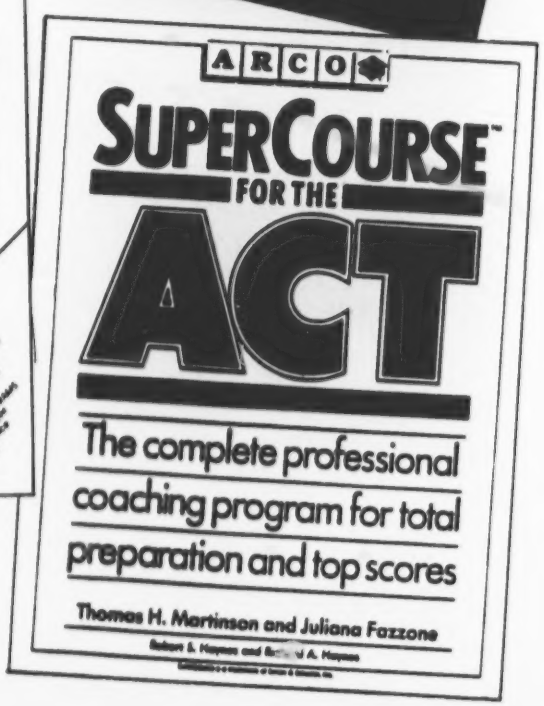
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preparation and top scores
Thomas H. Martinson and Juliana Fazzone

An Information Guide

PUBLIC RELATIONS & THE TRUSTEE

INTRODUCTION

Ask any comunity college trustee what he or she least enjoys about the job. The answer will likely be press relations during a college crisis. On the one hand, trustees complain about reporters taking things out of context, sensationalizing the news, and reporting wrong facts. On the other hand, news reporters wonder why trustees seem to evade their questions and hide some of the facts. Such conflicting interests are not always easy to resolve, but may be diminished through an effective public relations program -- one in which the media and trustees comprise a team to satisfy the public's right to know as well as report on the many services and programs that community colleges have to offer.

As a trustee one of your major responsibilities is to promote the image of your community college. The image of a community college is dependent on the public's perceptions of the quality of the college's programs and on the techniques used to handle problems and crises. This image is related to the presence of good public relations programs, visible presidential leadership, and support of the trustees as goodwill ambassadors for the college's mission, policies, and programs. Maintaining a positive image is not an easy task, but it certainly offers, especially in times of crisis, long term benefits to the college and to the community.

The news media is most influential in shaping the public image of the college. How much coverage any institution receives depends on numerous factors including the size, quality of programs, cooperation among administrators and faculty, and relationships with the media. Trustees and administrators demonstrate their concern about their institution's image by knowing how their college is perceived in relation to competing institutions; by realizing how they are perceived by students, parents, and community leaders in order to maintain their continued support and enrollment; and by monitoring any negative changes in image over time. Shaping, reshaping, and protecting your college's image is one of your many challenges as a trustee. This article presents several pertinent guidelines for trustees to consider in public relations.

MARKETING THE MESSAGE ABOUT YOUR COLLEGE

Education is one of the biggest untold stories in the American press due to the conflicting interests of the two institutions. The media want news that will

interest readers and viewers; while the college wants news reported in a manner that will promote it in a positive light (Cutlip & Center, 1982). Few reporters want to report on education unless it involves school closings, activitists groups, strikes, or controversy. The best defense against negative publicity surrounding a crisis is a sustained program of media coverage. Make every attempt to bestow genuine recognition upon the media organizations that interact effectively with your college.

As a trustee you will have opportunities to serve as a goodwill ambassador for your college by speaking at a variety of community leadership and service organizations, by serving as a panel member or moderator at conferences, by writing articles for publication, and by bestowing recognition and awards in the community. Such activities allow you to be recognized and affiliated with the college you represent and make the board and college visible as well.

When shaping your messages, emphasize the benefits and view issues from the public's point of view. People remember the content of a message that supports their beliefs more than one that is antagonistic to their convictions. If few opinions have been formed, the audience will be more receptive to a well devised communication. When opinions are fixed and strong, it is better to work with existing attitudes by trying to slightly redirect them.

USING THE MEDIA EFFECTIVELY

The key to effective communication with the media is building solid, honest, and open trustee-reporter relationships. Many boards of trustees engage in a variety of approaches to foster positive working relationships between the media and the college. These approaches include trustees initiating legislative breakfast or dinner meetings, being available for local talk shows, promoting speaking engagements to service organizations, attending and supporting college functions, being knowledgeable about all school matters, and aiding in organizing support groups to visit the college.

Hamilton and Hartstein (1985) offer some suggestions for establishing and building rapport with the media. These guidelines include:

- Establish a policy of openness and candor in working with the press;
- Treat news reporters as you would like them to treat you;
- Respect reporters as trained professionals in their field;
- Accept the media's right to probe into a college's budget to keep the public informed;
- Supply the media with releases about college activities; and
- Encourage reporters to attend all public board meetings.

Although the president is the official spokesperson for the college and the public information officer interfaces with the media, anything that trustees say or hint at will affect public opinion about the college. The question that all trustees must consider before sharing information with the media is that of institutional image.

The public information officer on the college's staff provides a valuable service in establishing and maintaining good working relationships with the media and in presenting a coordinated image to the media. By keeping reporters informed and on friendly terms with college sources, it increases the likelihood that they will make every effort to be fair when controversy does develop.

Editorial Board Meetings

Through the office of the president of the college, editorial board meetings may be scheduled with local college officials to highlight the accomplishments and activities of the college. This is an effective technique for increasing media awareness of important topics and issues affecting the community college. This process is conducted predominantly as an information and awareness strategy and not as a means of handling or discussing crisis situations or issues. Members of the board of trustees may be invited to attend and participate in these meetings. These board meetings not only provide local newspaper editors valuable insight into topics affecting your community college but also make it easier to get editorial coverage for financial programs or funding issues, as the editorial staff will be familiar with our services and needs.

Public Relations Policies

Approving a policy on communications that defines and guides actual public relations practices is an important activity. The president is the official spokesperson for the college, but the board chair offers counsel and support when administrative decisions or interpretations of policy must be made. Trustees also play important roles in the implementation of a communication policy. The board's duties and responsibilities are to:

- Ensure the communications policy is implemented,

- Communicate directly with the public through board meetings,
- Communicate directly with the public through appearances before school and civic organizations, and
- Communicate directly with other governmental bodies and their members.

The Press and Print Media

Newspapers publish as much information as is interesting about a topic when there is room. News journalists prefer as much background information as possible to write an article. Sometimes the public information director of the college will prepare written press releases to provide this information.

The Radio and Television Media

Television reporting is quite different from newspaper reporting. A report which is broadcast on television will often last no longer than 90 seconds, with 30 to 60 second reports being standard. The broadcast time for radio is usually less. This format can be a real challenge when a complex or controversial topic must be addressed.

Although press releases may be used to provide background information on the topic, the radio and television media prefer brief interviews which summarize the issue in just a few seconds. To improve your television and radio interviews, practice condensing your thoughts on controversial topics into statements which take 10 to 15 seconds and no longer than 60 seconds. This strategy captures the essence of the topic being presented and serves as a good organizer for your main thoughts. The media desire only a brief summary statement on a topic or issue and almost always look for a concise remark to quote.

The television camera is particularly sensitive to your manner during an interview. It is extremely important to be aware of your delivery style when being interviewed on camera. Exhibiting an informal manner and positive attitude are best. These quick tips will help:

- Smile
- Lean forward toward the camera,
- Be lively but not jerky,
- Speak slowly, and
- Wear subdued, solid colors but not white, black, brown or tan.

Answering Tough Questions

Occasionally when you are in front of the camera or on the phone with a reporter, you will be asked a really tough question or one which you were not planning to address. Even the most accomplished speaker has been known to fall flat on his face when confronted with a particularly rough query. As a rule of thumb, you need not feel pressured into responding to a reporter without first conferring with the president or the public information officer. If you need or want to respond, however, remember there is usually a way to handle even the most difficult questions with dignity and authority.

Joan Detz offers some valuable suggestions for answering a variety of tough questions. Start by putting yourself in a position of power. Remember you have three basic rights: the right to be treated fairly; the right to stay in control; and the right to get your message across correctly. Most tricky questions fall into ten basic patterns. Recognizing these patterns will help you feel more confident as you encounter these questions. The most common patterns are paraphrased below:

1. **The Hypothetical Question:** Don't get pulled into doomsday speculation. Instead, take a positive approach and respond with what is being done now.

2. **The Yes or No Question:** You are always entitled to give your opinion on a topic and then explain your position. You have no obligation to answer a question yes or no just because it is phrased that way; however, if you speak too long or are too wordy, you may be mistaken for being evasive.

3. **The What Do You Think The Other Guy Thinks Question:** Try to avoid speaking for others, especially the president, unless there is a printed position from which you can quote.

4. **The Question Which Asks You to Rank Several Actions:** Be careful here. It may seem simple enough to identify the top priority, but ranking something last, even if it is still a high priority, can be misconstrued.

5. **The Non-Question Question:** In order to respond to a dead-end statement presented to you, you may need to rephrase the statement into a question. This can easily be done by stating a question and then providing your answer.

6. **The Off-The-Record Questions:** There really is no such question. All questions should be answered as if they might appear on the front page of the paper.

7. **The Either One or the Other Question:** Usually it is not necessary to choose one option or the other. Instead say "they are both important" or indicate that "these are not the only options available," and proceed to present all aspects of a topic.

8. **The Why Question:** The why question will almost always be asked of a public speaker. Know why you feel the way you do or why the situation is the way it is, and share this with the audience when asked.

9. **The False-Premise Question:** Correct the false premise in a question right away in your response. If it goes unchallenged, you'll give the impression you agree with it. A gesture of no or halt using the hand is helpful before you pleasantly correct the misstatement.

10. **The Open Question:** These questions give you a great opportunity to present or "sell" your program or topic. Always try to be prepared with a short, self-contained mini speech about your topic summarizing what you think the audience should know.

What if the Media Treats You Unfairly?

Perhaps you may feel the media has invaded private areas or unjustly damaged the reputation of the college. What recourse do you have? The law provides several defenses for the media, based on freedom of press and speech. Thus, it is time consuming, costly, and not easy to win a law suit. Once you file suit, remember your life is an open book. The media will have the right to explore everything about your finances, family, professional career, education, and medical history. Clarence Jones in How to Speak TV provides some guidelines to consider before filing suit:

- If the information is true, you can't win a libel suit.
- If the story is false and you are a public person, you can win a libel suit only if you prove the media had malice, knew the information was false, and broadcast it anyway.
- You have no privacy from a camera in a public place.
- Cameramen can come into a privately owned place where the public is invited, but can become trespassers if the owner asks them to leave and they refuse.

It is important, however, to complain when you feel strongly that a reporter or a station has broadcast an incompetent, or unfair, or dishonest story. Some steps to follow in making complaints are:

1. **Call the reporter.** Discuss the issue and ask for a correction if it is necessary. If this step is unsatisfactory, proceed to step 2.

2. **Write the news director.** In a detailed letter, quote from the offensive story and write your version of what happened, or what was unfair or inaccurate. Send a copy of the letter to the station manager. If still unhappy, move to step 3.

3. **Write the station manager.** Send the same kind of detailed letter and a copy to the president of the corporation that owns the station. If your complaint involves fairness, deception, or a potential lawsuit, send a copy of this letter to the corporate vice-president for legal affairs.

4. **Write the president of the corporation.** Local television stations are more responsive than newspapers to complaints as they are concerned about keeping viewers.

SUMMARY

The tips presented in this article will help you to continue to be an effective ambassador for your college. For additional information, call or write to the Public Information Office of your college or the State Board of Community Colleges.

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Dated Material:
FOR IMMEDIATE ATTENTION

Florida's Community College SYSTEM

Trustee Report

FEBRUARY 1990

CLAST - At the February 1990 meeting in Jacksonville, the State Board of Community Colleges adopted, in principle, the State Board of Education's CLAST Implementation Plan (see the January issue of Trustee Report). The staff of the State Board of Community Colleges is to work with all concerned entities to develop the final implementation plan which will be presented to the State Board of Education on February 20, 1990.

Master Plan Update - In order to review and update the five-year Master Plan for Florida's Community College System, the State Board of Community Colleges is sponsoring a joint planning meeting with the chairpersons of the community college boards of trustees and community college presidents on March 8-9, 1990 in Tallahassee. For additional information, contact Jack Leppert at (904) 488-1721 or SUNCOM 278-1721.

Sunshine State Skills Grants - Seventeen grant proposals were approved through the Sunshine State Skills Program at the February meeting of the State Board of Community Colleges. The total amount allocated was $1,255,067. For additional information contact, Don Magruder at (904) 487-4943 or SUNCOM 277-4943.

Technology Transfer Centers - The State Board of Community Colleges adopted the recommendations of the Florida High Technology and Industry Council for the designation of six technology transfer centers. This action is pending the receipt of additional supporting materials from the Council within ten days. A total of $1,250,000 was allocated to establish technology transfer centers at St. Petersburg Junior College, Valencia Community College, Brevard Community College, Broward Community College, Okaloosa-Walton Community College and Indian River Community College.

SBCC Staff - Clark Maxwell, Jr. announced at the February meeting of the State Board of Community Colleges that Mr. Ed Cisek, Chief Fiscal Officer with the Idaho State Board of Education, has been hired as Deputy Executive Director of the Division of Community Colleges replacing Dr. Bill Odom.

Enrollment Workload Funding - The enrollment workload (growth) budget has been funded for the past several years on the basis of a three-year historical average. This approach to funding, because of the rapid growth, can adversely impact the colleges since the funding lags so far behind the actual enrollment. The original legislative budget request for 1990-91 is based upon a three-year historical average which provides $30.3 million to fund 11,795 new FTE students. The System will have an excess of 13,000 FTE (currently enrolled) students who will not be funded in 1990-91 under the three-year average funding formula. This year 24,962 FTE students in our classrooms **are not funded.** At the February State Board meeting, Clark Maxwell, Jr., Executive Director of the Community College System, discussed the need for a formula to fund colleges on a prior year enrollment, rather than a three-year average.

Modifications to the Capital Project List for 1990-93 - At the February meeting, the State Board of Community Colleges approved the request of Central Florida Community College for funding of operational costs for the Appleton Museum. The approved request includes $244,287 contingent upon a final memorandum of understanding to ensure appropriate educational uses of the facility. Amendments to the 1990-93 capital projects priority lists were also approved to include modifications concerning Miami-Dade Community College and Lake City Community College.

College Reach-Out Proposals - The State Board of Community Colleges approved six College Reach-Out Proposals for implementation at the February meeting in Jacksonville. The institutions/consortiums approved include Florida Community College at Jacksonville; Central Florida Community College; the University of Central Florida, Lake-Sumter Community College and Valencia Community College; Florida A&M University, Tallahassee Community College and Gulf Coast Community College; St. Petersburg Junior College and the University of South Florida; and Florida Atlantic University and Indian River Community College for a total of $657,500. For additional information, contact Deloris Massey at (904) 488-0555 or SUNCOM 278-0555.

Law Enforcement Appreciation Week - Community College Law Enforcement Appreciation Week will be held on March 4-10, 1990. Community colleges are encouraged to give special recognition and honor to the law enforcement community. Alamo Rent A Car, Inc. will award $5,000 to the community college with the best documented recognition program and will also award $5,000 to the "Law Enforcement Officer of the Year" (community college alumnus) as determined by Florida Citizens Against Crime, Inc. For additional information, contact Mary Booker at (904) 487-4943 or SUNCOM 277-4943.

FACC Alumni Recognition Program - The Florida Association of Community Colleges, in conjunction with the State Board of Community Colleges, is sponsoring an alumni recognition program. All colleges are being asked to submit alumni nominations. Five winners will be selected by the American Association of Community and Junior Colleges and recognized at the FACC Appreciation Breakfast in April 1990 and a future Cabinet meeting in Tallahassee.

<u>The March meeting of the State Board of Community Colleges will be held at Hillsborough Community College in Tampa on March 1-2, 1990. All Trustees are encouraged to attend.</u>

This publication is produced for official internal communication solely between the State Board of Community Colleges and local boards of trustees. For additional information, contact Mary Booker at (904) 487-4943.

This publication was prepared by the Tallahassee Community College in Conjunction with the Florida State Board of Community Colleges Trustee and Public Information Committee as an information guide for local trustee.

ERIC Clearinghouse for Junior Colleges MAR 8 1990